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# EXTERNAL AFFAIRS

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*In this Issue*

*(January) 1963*

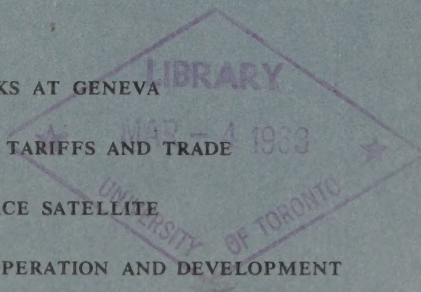
DISARMAMENT TALKS AT GENEVA

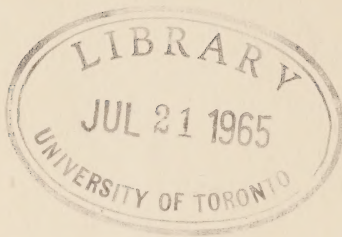
GENERAL AGREEMENT ON TARIFFS AND TRADE

CANADA'S FIRST SPACE SATELLITE

ORGANIZATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT

THE COLOMBO PLAN CONSULTATIVE COMMITTEE





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# EXTERNAL AFFAIRS

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## *Contents*

*January 1963*

Disarmament Talks at Geneva .....	2
General Agreement on Tariffs and Trade .....	7
Canada's First Space Satellite .....	12
Organization for Economic Co-operation and Development .....	16
The Colombo Plan Consultative Committee .....	22
NATO Parliamentarians Association .....	25
The Inter-Parliamentary Union .....	29
Siblin Vocational Training Centre .....	37
Canadian Totem Pole Presented to Mexico .....	39
External Affairs in Parliament	
NATO Ministerial Meeting .....	43
OECD Ministerial Meeting .....	46
Problem of UN Sanctions .....	48
Soviet Imperialism .....	49
International Co-operation Year .....	50
Appointments, Transfers and Resignations	
in the Canadian Diplomatic Service .....	51
Treaty Information .....	52



# *Disarmament Talks at Geneva*

STATEMENT BY CANADIAN REPRESENTATIVE, NOVEMBER 1962

*The Conference of the 18-Nation Committee on Disarmament resumed in Geneva on November 26, 1962, following the adoption of resolutions concerning disarmament and nuclear-weapons tests by the United Nations General Assembly. During the first two weeks, the Disarmament Committee's attention was largely devoted to the question of nuclear-weapons tests and more particularly to the problems of verifying the discontinuance of underground tests. Various suggestions were made by Canada and other non-nuclear powers for an interim arrangement suspending underground tests (which would include adequate assurances for effective detection and identification of seismic events by an international scientific commission), pending agreement on a treaty for the cessation of all forms of testing. The United States and Britain continued to stress the need for some obligatory "on-site" inspection, in order to ensure against the carrying out of clandestine tests underground; but the U.S.S.R. held to the view that international on-site inspections were unnecessary, and refused to accept any form of interim arrangement for suspending underground tests.*

*The Committee reported to the UN General Assembly on December 10 (in accordance with the Assembly's resolution 1762A (XVII)) that it had not "proved possible to reach an agreement on the cessation of nuclear-weapons tests in the brief period of two weeks since the resumption of negotiations". The Committee undertook to keep the General Assembly informed of its future efforts in this field.*

*On November 30, during the general debate on the programme of work for the resumed session, the Canadian representative, Lieutenant-General E. L. M. Burns, outlined Canada's views on the major questions before the Disarmament Committee. After expressing the opinion that the Conference should concentrate all its efforts on assisting the nuclear powers to reach agreement on a treaty for the cessation of nuclear tests by January 1, 1963, he went on to say:*

**I** WISH to make it clear that the Canadian delegation fully recognizes the importance of our work on general and complete disarmament and on the collateral measures which could be put into effect before agreement on general and complete disarmament. But it is a question of how we can best make progress; how we can achieve something concrete; how we can take the first step towards the goal of general and complete disarmament. Sitting in the First Committee of the United Nations General Assembly, every time I heard a delegate of a nation not represented here say that the 18-Nation Committee had sat for six months and had



produced no positive result, I felt extremely unhappy, and I am sure that other representatives here felt the same way. Are we going to report on December 10 — only ten days away now — “no results” and again “no results” at the end of the year? If we are to get results, we must concentrate our efforts, as in any other line of endeavour.

### **The Prime Question**

We believe, after listening to the debates in the seventeenth session of the United Nations General Assembly and speaking to many representatives who participated, the practically unanimous opinion is that stopping nuclear tests is the first question relating to disarmament which has to be solved; that the present situation is favourable for reaching an agreement; that the difference between the position of the U.S.A. and the U.K. on the one hand and that of the U.S.S.R. on the other has become very narrow; and finally, that unless agreement can be reached to stop nuclear testing, which would be a beginning of halting the arms race, there is not very much hope that agreement can be reached on any other disarmament proposals, at least not in the foreseeable future.

The preoccupations of the governments and members of the United Nations are clearly set forth in Resolution 1762 (A) and (B), adopted on November 6 — a little over three weeks ago. Most of the heads of delegations here were in the General Assembly at the time and all delegations have some representatives who were there. We heard from the distinguished delegate of Sweden, in his very valuable statement at our last meeting, a clear and accurate exposition of the essential features of Resolution 1762 (A). Nevertheless, I think it worth while to call to mind again some of the cardinal points in those resolutions. I would first call to the Committee's attention certain key points in the five last preambular paragraphs of Part (A), which is derived from the draft resolution sponsored by 37 nations. These read as follows:<sup>1</sup>

*Noting that*, among the states represented in the Sub-Committee on a Treaty for the Discontinuance of Nuclear Weapons Tests of the 18-Nation Committee, basic agreement now prevails as regards the question of control of tests in the atmosphere, in outer space and under water,

*Noting further* that the proceedings of the 18-Nation Committee indicate a somewhat enlarged area of agreement on the question of effective control of underground tests,

*Considering that* the memorandum of 16 April 1962, submitted to the 18-Nation Committee by the delegations of Brazil, Burma, Ethiopia, India, Mexico, Nigeria, Sweden and the United Arab Republic, represents a sound, adequate and fair basis for the conduct of negotiations towards removing the outstanding differences on the question of effective control of underground tests—

The next paragraph refers to the declared intention of heads of states to find a speedy settlement of the remaining differences. And the final paragraph states:

*Convinced that* no effort should be spared to achieve prompt agreement on the cessation of all nuclear tests in all environments.

I would also like to call your attention to operative Paragraphs 2, 3 and 6 of the same resolution and operative Paragraphs 1 and 2 of Resolution 1762 (B),

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<sup>1</sup>The extent of General Burns quotation from Resolution 1762 was not clear from the telegraph reports of his statement.



which was derived from the draft resolution sponsored by the U.S.A. and the U.K.

These together constitute a clear directive from the United Nations as to what it expects the nuclear powers to achieve in this resumed session of the 18-Nation Committee.

### **Verification Issue**

As all committee members are aware, the "remaining difference" between the Governments of the U.S.S.R. on the one side and the U.K. and the U.S.A. on the other side relates to verifying that an agreement to cease underground nuclear tests is being observed by all parties. This might be still more narrowed by saying the question is precisely to what extent on-site inspection is required for ensuring compliance with a ban on underground nuclear tests. Operative Paragraph 6 of Resolution 1762 (A) says that, if a complete agreement covering all four environments is not reached by the 1st of January (and this of course is the best solution), there should be an agreement to prohibit all tests in the three environments in which verifying the observance of obligations does not involve the question of on-site inspection. The paragraph goes on to say that this should be accompanied by an interim arrangement to stop underground tests, taking as a basis the eight-nation memorandum, and that the interim arrangement should include adequate assurances for effective detection and identification of seismic events by an international scientific commission.

The question of a commission for verifying the observance of obligations under a test-ban treaty has been discussed between the nuclear powers for the past four years and a large measure of agreement was reached by mid-1961. The Canadian delegation can see no reason why, given that "spirit of mutual understanding and concession in order to reach agreement urgently, bearing in mind the vital interests of mankind" (operative Paragraph 5 of Resolution 1762 (A)), the nuclear powers should not be able to decide on the framework of such a commission, at least on an interim basis, in a very few meetings.

### **Swedish Proposal**

Mr. Edberg (Sweden) suggested that it should be possible to establish the commission without awaiting the final drafting and entry into force of a comprehensive agreement. This is a suggestion which the delegation of Sweden has made before, which was endorsed by other non-aligned members of the Committee. Canada supported this idea, and still supports it. Examining the fourth paragraph of the eight-nation memorandum of April 16, 1962, we find that the suggestion for "an international commission consisting of a limited number of highly-qualified scientists, possibly from non-aligned countries, together with the appropriate staff" is unspecific and was doubtless intended to be so. Mr. Edberg made some further practical and useful suggestions as to how the commission should be constituted and what its function should be. The Canadian delegation feels that the essential point in setting up such a commission is that it should be so constituted that



neutral scientists would have the deciding voice in determining whether or not an event recorded by seismic stations was of a character to require further investigation, including, possibly, on-site inspection. There are other points which require elaboration in connection with the setting up of such a commission in order that it would be able to function effectively and speedily; but, as I have said, all these questions have been extensively considered by the nuclear powers in the course of their past negotiations and should be readily solved if approached in the spirit called for by the resolution.

Mr. Edberg remarked that "the question of inspection that up to now has been our stumbling-block has not been removed from our agenda by the achievements so far in the field in seismology". I wonder if he meant that we can expect that it will be removed by inevitable scientific progress. But we have also heard a number of statements from the socialist countries that the problem is really a political one and that the intervention of scientists in its solution would be unnecessary. Looked at rightly, the problem of whether on-site inspections are necessary in order to give assurance that no underground test contrary to treaty obligations is being carried out requires both scientific advice and a political decision. The question the scientists should answer is this: What is the probability of  $X$  underground nuclear explosions of  $Y$  kilotons yield carried out over the period of  $Z$  months not being detected and identified using only external instrumentation? Now, if the answer is that the probability is negligible, governments can take a political decision to disregard the limited risk of evasion of the treaty. But if the probability is considerable, then other means of assurance must be provided — that is, on-site inspection. Another political decision enters at this point. If a few on-site inspections are necessary to assure all parties concerned that obligations not to test underground are being adhered to, is there a serious risk that inspecting parties might acquire military information (in spite of the precautions against this which have been frequently explained)? If so, does this risk justify refusing all on-site inspection — that is, refusing a measure which can lead to agreement to sign a treaty to stop all nuclear testing, everywhere, and forever?

### **An Interim Arrangement**

Paragraph 6 of Resolution 1762 (A) calls for an interim arrangement, and this implies that arrangements suspending underground nuclear tests should be of limited duration — perhaps a year, perhaps six months. The Canadian delegation believes, that failing total agreement on a comprehensive treaty, such an interim arrangement could be and should be made between the nuclear powers. We believe that it could be made in very short order if the U.S.S.R. is prepared to agree to procedures which would provide satisfactory assurances that unidentified events were in fact earthquakes and not nuclear explosions. Of course, the same obligation would fall on all other members of the arrangement, but no other prospective party to the arrangement has indicated any objection to such a provision. We were much interested in Mr. Edberg's statement about how seismological

information is now being centralized, which in his view should make it feasible to set up a system through which the proposed interim international scientific commission could work to determine whether any events which might be nuclear explosions had taken place.

The scientific information available to our delegation is that there are now between 125 and 140 stations in various parts of the world using instruments incorporating improvements devised during the last five years, largely as a result of American research in this field. We further understand that results from these stations and others is centrally and quickly processed by the U.S. Coast and Geodetic Survey. Of course, the U.S. Coast and Geodetic Survey is a national organization, although working with records supplied by many other nations. However, the section of the International Union of Geodesy and Geophysics interested in seismology is promoting the setting up of a truly international centre for central processing of earthquake records. The site of this centre has not as yet been selected. We are also advised that a facility of this kind could be set up very quickly, perhaps in two months, in a country which possesses the right kind of computers, has good international communications and has competent seismologists.

The Canadian delegation also notes that the representative of the U.S.A. has made it clear that his delegation is willing to consider any scientific demonstration or evidence that all significant underground nuclear tests can be detected and identified, using only existing national systems. The international scientific commission, if set up, would be able to evaluate such evidence and any demonstrations of how detection and identification would work. The Canadian delegation earnestly hopes that the nuclear powers and the Committee will find it possible to accept these suggestions — especially that we should concentrate on a solution to the nuclear test ban problem, as in our view we are called upon to do by the very important resolution of the United Nations General Assembly which I have quoted from extensively. If we do so, and if that spirit of compromise and goodwill called for in Resolution 1762 (A) are displayed, we can give the world something which will indeed make a happy new year. If we fail — I do not care to speculate on the consequences.

# *General Agreement on Tariffs and Trade*

TWENTIETH SESSION, GENEVA, 1962

THE TWENTIETH session of the Contracting Parties to the General Agreement on Tariffs and Trade (GATT) was held in Geneva from October 23 to November 16, 1962.<sup>1</sup> At this meeting, the Contracting Parties dealt with a number of broad issues, the most important of which related to the convening of a GATT ministerial meeting.

## **GATT Ministerial Meeting**

Prior to the opening of the twentieth session, Prime Minister Diefenbaker and President Kennedy, in an exchange of letters in mid-October, agreed that it would be useful if a meeting of GATT ministers were to be held to consider how the major problems of trade could be dealt with to the mutual advantage of all.<sup>2</sup> The delegations of Canada and the United States joined in putting such a proposal before the Contracting Parties at the twentieth session.

The Contracting Parties accepted this joint initiative, and agreed that a ministerial meeting should be held in the early part of 1963 to consider a programme for effective liberalization and expansion of trade in both primary and secondary products. In this connection, full weight would be attached to the importance and urgency of negotiating solutions to the problems of trade in primary products and to the additional trade problems of less-developed countries. The GATT Council will be convened at an early date, so that it may make adequate preparation, propose an agenda, and establish the precise date for the meeting of GATT ministers.

The Prime Minister, in announcing the decision of the GATT Contracting Parties in the House of Commons on November 15, 1962, said:

Arrangements will be made for Canada to be represented at this very important meeting by the Minister of Trade and Commerce, and possibly by other ministers as well. I believe that a meeting at this time will have the most far-reaching and beneficial results throughout the free world, and will open great possibilities for expanding trade, and, in consequence, expansion in the Canadian economy.

Before the GATT ministerial meeting, a working party on tariff reductions will meet to give consideration to new techniques which might be followed in any future GATT tariff negotiations. The working party, under the chairmanship of a Canadian, Mr. R. Y. Grey of the Department of Finance, will then report to the ministerial meeting. (Mr. Grey served with the Department of External Affairs from 1956 to 1960).

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<sup>1</sup>For a report on the nineteenth session, see *External Affairs*, Volume XIV, No. 1, March 1962.

<sup>2</sup>The texts of the letters are reproduced at the end of this article.



## **Trade Problems of Less-Developed Countries**

The standing GATT committee (Committee III) concerned with the trade problems of less-developed countries submitted a report to the Contracting Parties at the twentieth session reviewing the progress made over the previous year in the reduction of tariff and non-tariff barriers to the expansion of trade in less-developed countries. The report indicated that the less-developed countries were not satisfied with the progress so far made and were determined to ensure that their problems were brought to the attention of the industrialized countries at the 1963 GATT ministerial meeting.

In addition, during the session, the Contracting Parties considered a proposal to explore ways and means by which less-developed countries that were not parties to GATT but considered it the appropriate place to deal with trade problems might contribute to and participate in the work of GATT that was of particular interest to them. However, in view of the shortness of time and the importance of the matter involved, it was decided to refer this question to the GATT Council for examination. The Council will consider this matter when it turns its attention to preparations for the GATT ministerial meeting.

## **Membership**

At the opening meeting of the twentieth session, two new members were welcomed into the General Agreement. Trinidad and Tobago and Uganda, for which the British Government had been responsible, acquired independence in 1962 and gained full autonomy in the conduct of their external commercial relations. Both had applied to participate in the Agreement as full members and became the forty-third and forty-fourth Contracting Parties.

In addition, Yugoslavia and the United Arab Republic had made formal requests to accede to the General Agreement. Since 1959, Yugoslavia has been in close relation with GATT, and the General Agreement has served as a basis for the trade relations between Yugoslavia and most Contracting Parties. The Contracting Parties adopted declarations granting provisional accession to both Yugoslavia and the U.A.R.; in the case of Yugoslavia, until December 31, 1965, and, for the U.A.R., until December 31, 1964, or earlier for both if the necessary tariff negotiations should be completed before those dates.

The Contracting Parties also extended the termination of the provisional accession of Argentina until December 31, 1964, to allow further time to complete tariff negotiations leading to full accession. The special arrangement permitting Spain to participate in the work of the Contracting Parties was also extended to July 31, 1963, by which time, it was expected, Spain would have acceded to the General Agreement.

The Contracting Parties also reviewed the decision taken in 1960, under which the continuance of GATT commitments made on behalf of African states by their former metropolitan countries was provided for after the territories became independent. The 1960 decision recognized that newly-independent territories would

normally require some time to consider their commercial policies and their relations with GATT. The Contracting Parties agreed at that time to continue to apply the General Agreement *de facto* in their relations with such territories, provided there was reciprocity. At the twentieth session, the Contracting Parties decided to extend this arrangement until the close of the last ordinary session in 1963, and to review the status of the GATT relation with the states in question in 1963.

### **EEC Common Agricultural Policy**

The Contracting Parties considered a report of another of GATT's standing committees (Committee II) on the effects of trade in agricultural products resulting from the progressive implementation of the Common Market Agricultural Policy. They examined five groups of products — cereals, pig meat, eggs, poultry, and fruit and vegetables. The principle exporting countries, including Canada, expressed concern that the import system envisaged in the proposals of the European Economic Community, combined with a high level of internal price supports, would generate increased levels of production, which, in turn, would lead to a serious displacement of imports from third countries, and eventually create problems of surplus production within the EEC itself. It was pointed out that, if the EEC area were to be enlarged, it would be increasingly able to exert a predominant influence on world trade in agricultural products. The Committee stressed that the main element in determining the impact on international trade of the Common Agricultural Policy was the general price policy to be laid down by the EEC Commission. It received assurances from the representative of the EEC that the Community would be willing to discuss with third countries any difficulties arising from the implementation of the CAP regulations, and that the Community was prepared to discuss with Committee II of GATT regulations on other agricultural products as they came into force.

### **Canadian Import Surcharges**

The Contracting Parties considered the action taken by the Canadian Government in June 1962 in imposing temporary import surcharges and the circumstances which necessitated this action. The Contracting Parties welcomed the steps already taken by Canada in the elimination of the temporary surcharges and the stated intention of Canada to eliminate the remainder as quickly as circumstances permitted. They also recommended that the remaining surcharges be eliminated expeditiously, and requested that Canada report to the Contracting Parties in the early part of 1963 on action taken to this end.

The Minister of Finance informed the House of Commons on November 15 of the decision of the GATT Contracting Parties, and said that the Canadian delegation was instructed to support this decision, which was fully in accord with the policy of the Canadian Government.



## **Election of Officers**

At the conclusion of the twentieth session, the Contracting Parties elected Mr. J. H. Warren as their Chairman for the twenty-first session. Mr. Warren, who served in the Department of External Affairs from 1945 to 1954 and from 1957 to 1958, is Assistant Deputy Minister of the Department of Trade and Commerce.

## **Twenty-first Session**

The Contracting Parties decided to hold the twenty-first session in Geneva from October 22 to November 15, 1963.

*The following are the texts of the messages exchanged by Prime Minister Diefenbaker and President Kennedy before the opening of the GATT twentieth session:*

October 16

Dear Mr. President,

With the enactment of the Trade Expansion Act, I wish to let you know that the Canadian Government welcomes this development in United States trade policy, which holds out promise for significant progress in the expansion of world trade on a multilateral basis. This is indeed an historic accomplishment.

At the Commonwealth prime ministers' conference in London last month, I proposed that all like-minded nations should meet at an early date to consider how the great problems of trade facing us today can be dealt with to the mutual advantage of all. I would like to follow up this general proposal with a specific suggestion for an early meeting on these matters. It is vitally important that we find effective ways as soon as possible for dealing with these complex and urgent trade problems. It appears that the most convenient way of arranging such a meeting would be to discuss these broad questions at a meeting of ministers.

The Canadian Government looks forward to participating fully in these efforts and to working with the United States and other nations to achieve the objectives which we hold in common. It is our conviction that the opportunities now opened up for wider co-operation in trade and economic relations will make a major contribution to the further strengthening of the free world.

Trade relations between Canada and the United States are characterized by mutual understanding and a constructive approach to our common objective of freer, non-discriminatory trade. These new efforts to expand world trade will provide continuing opportunities for our two countries to work closely together, each in a full understanding of the other's interest and aspirations.

October 18

Dear Mr. Prime Minister,

Thank you for your letter on the occasion of my signature of the Trade Expansion Act. I am pleased to know that the Canadian Government welcomes this most significant development in the trade policy of the United States.

Ever since World War II, Canada and the United States have been partners in a determined search for a non-discriminatory trading world which affords to all countries of the free world the best opportunities for economic growth and expansion. Your letter makes clear that we continue to share these common objectives, and I am gratified to have your pledge of close co-operation in moving toward a wider acceptance of our convictions.

I would like to take full advantage of the authority which the Trade Expansion Act confers upon me, and I am eager to explore with other like-minded nations as soon as possible the problems and prospects for a new approach to the reduction of obstacles to world trade. In this connection, the recent discussions in Ottawa between officials of our two Governments have been most useful. I have been thinking that, after some of the preliminary work has been done and a consensus reached among the principal participants, a ministerial meeting early in 1963 of the Contracting Parties of the General Agreement on Tariffs and Trade might well be the most suitable way to enlist the participation and support of like-minded nations.

On the basis of your proposal for an international meeting, perhaps we might join forces in recommending a special meeting of the Contracting Parties at the ministerial level, to be held possibly as early as February or March of 1963. I should be interested in your reactions to this suggestion.

I am encouraged by the improvement in Canada's reserve position and welcome the first step you have just taken in the process of removing the special surcharges on imports in response to this improvement. I look forward to your being able to remove the remaining surcharges. This would help us all move forward in our attack on trade barriers.



## *Canada's First Space Satellite*

THE CANADIAN satellite called "Alouette", launched from California on September 28, 1962, as part of the international Topside Sounder Programme, became the first spacecraft completely designed and built by a nation other than the United States and the Soviet Union to be placed in orbit round the earth. Built by civilian scientists of the Defence Research Telecommunications Establishment at Shirley Bay near Ottawa, the 320-lb. satellite is circling the earth at a distance of 630-650 miles, in near polar orbit, every 105 minutes. It uses radio-sounding techniques to probe the upper regions of the ionosphere and then transmits the reflected signals by telemetry to ground monitoring stations. The signals recorded by the ground stations on magnetic tape are then transmitted to the DRTE data centre at Ottawa for processing and interpretation. The information gained is expected to increase knowledge of the composition of and disturbances in the ionosphere. These affect transmission of radio messages, especially in far northern latitudes.

The Defence Research Telecommunications Establishment, a laboratory of the Defence Research Board, has been investigating radio-transmission problems since the establishment of the Board in 1947. Radio communications in far northern latitudes are affected, and at times disrupted, by disturbances in the ionosphere that affect its reflecting properties. The ionosphere is a region of the upper atmosphere, ranging in height from about 50 to about 1000 miles, in which ultraviolet radiation from the sun splits neutral air particles into electrically-charged ions and electrons, thus creating an electrical conductor that serves as a reflecting mirror for radio waves. Reflection of a particular radio wave-length is accomplished only if the electrons are numerous enough to act as a barrier that will bounce them back.

When the ionosphere becomes disturbed following solar storms or other phenomena associated with the sun, its reflecting properties lessen or disappear temporarily. An unusual feature of the polar and subpolar ionosphere is caused by seasonal variations of the polar atmosphere's solar illumination — continuous daylight in summer and continuous night during the winter. A second feature of the ionosphere at high latitudes involves effects on ionization created by charged solar particles, which apparently cause the auroral zones. Perhaps the worst ionospheric condition, from the point of view of communications, is the so-called "polar blackout". During such occurrences, reflections cannot be obtained from the ionosphere and the result is a complete cessation of radio sky-wave transmission at high frequencies owing to absorption in the D-region.

For some years, Canadian scientists have been investigating these far northern disturbances of the ionosphere by ground-based "bottomside" radio-sounding techniques. These could not penetrate through the ionosphere. Hence consider-

ation of satellite-borne “topside” radio-sounding experiments was begun in 1958. The following year, the Defence Research Telecommunications Establishment entered into a project of co-operation with the United States National Aeronautics and Space Administration.

**Construction**

The “Alouette” spacecraft is an oblate spheroid of aluminum 42 inches in diameter and 34 inches in height, weighing about 320 pounds. Approximately 6,500 solar cells covering the outer shell of the craft provide power for the research



*An artist's idea of how the “Alouette” would look to a very high-flying astronaut.*

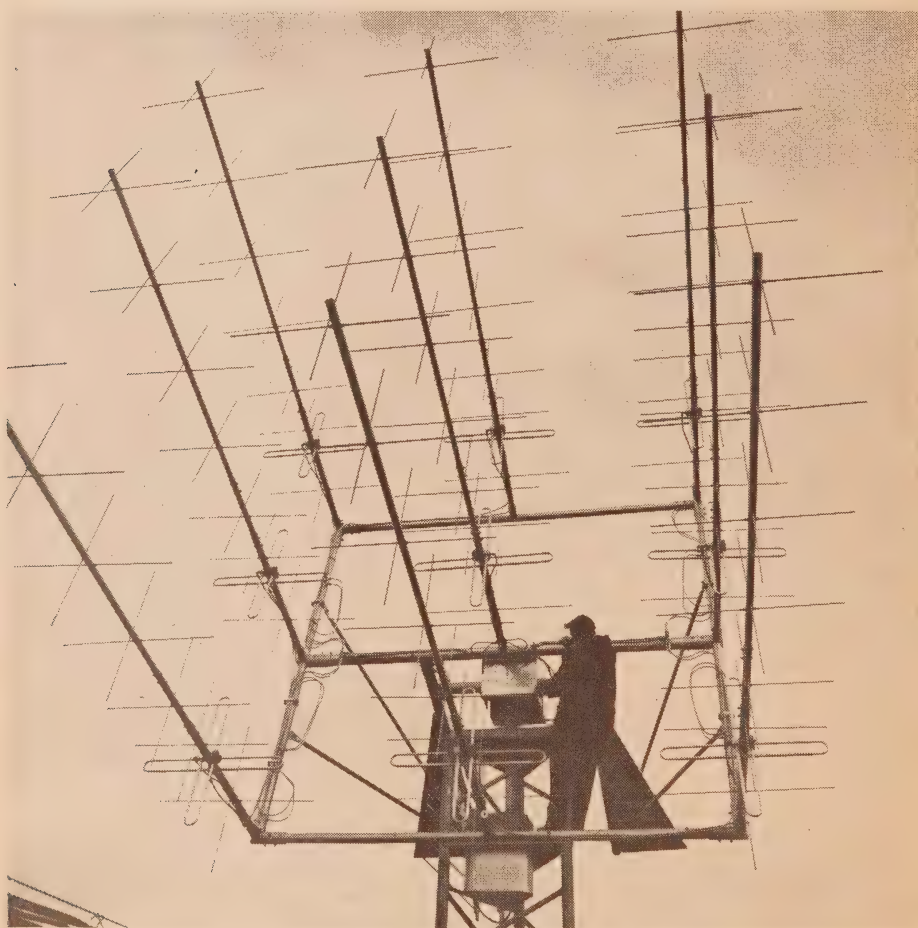


instrumentation by converting sunlight into electrical energy to charge the satellite's batteries.

A fabrication technique, originated in Canada, gives the spacecraft a unique feature — a 150-foot radio-sounding antenna — believed to be the longest in any space vehicle so far built. There is another sounding antenna 75 feet long. Both are made of thin, heat-treated steel and were stored on drums within the satellite at the time of launching, much like a carpenter's tape rule. The antennae were extended from their storage drums by a special motor after the satellite was placed in orbit.

### Experiments

The primary "Alouette" experiment employs "topside" sounder instrumentation to probe the ionosphere below the orbiting spacecraft to the F2 maximum (240-320 miles). The sounder is attempting to measure the way the number of free



*Tracking antennae like this are located at Ottawa (Ontario), Prince Albert (Saskatchewan), Resolute (Northwest Territories), and St. John's (Newfoundland). The Newfoundland tracking-station is operated by NASA.*

electrons in the ionosphere changes daily with the time of day and latitude. This is done by sending sweeping radio signals from 1.6 to 11.5 megacycles. The swept-frequency system was selected in preference to the simpler fixed-frequency system because of the extreme complexity of the ionosphere above Canada.

The second experiment seeks to determine the electron density at the satellite altitude from a measurement of cosmic noise. The third experiment records the very-low-frequency radio "whistler" noise received in outer space and produced by lightning flashes and other phenomena near the earth's surface.

A fourth experiment carried out by six detectors placed in the satellite by the Canadian National Research Council seeks to measure primary cosmic-ray particles outside the earth's atmosphere, including electrons, protons and alpha particles.

Scientific data collected by the satellite is being transmitted by radio signals to 13 ground stations round the world. Three telemetry stations have been built in Canada by the Defence Research Board at Resolute Bay, Prince Albert and Ottawa. Data collected by the telemetry stations is being recorded on magnetic tape in seven channels. The tapes are forwarded to the DRTE for reduction and analysis. Comparisons of the results of the sounding of the top levels of the ionosphere from above by the satellite with the results of the sounding of the lower levels of the ionosphere by ground-based equipment is expected to help to establish the relations sought by scientists. The scientific information acquired concerning the ionosphere will be made freely available to scientists of all nations.

## **Launching**

The "Alouette" was launched by NASA from the Pacific Missile Range near Vandenberg Air Force Base in California. The spacecraft was lifted into orbit on a "Thor" first-stage and "Agena-B" second-stage rocket. The launching on September 28 was attended by a party of Canadian officials headed by Dr. A. H. Zimmerman, Chairman of the Defence Research Board.

## **Report to Parliament**

In reporting the launching of the "Alouette" to Parliament on October 1, Mr. D. S. Harkness, the Minister of National Defence, outlined the four experiments being conducted. He said:

. . . If these experiments are completely successful (and at the moment we have every reason to believe that they will be), they will have valuable practical application to the technology of long-range telecommunications both for civil and defence purposes.

. . . The Government and industrial scientists and engineers who have contributed to this project have acquired new experience, knowledge and skills which will improve Canada's international stature and industrial competitive position in an expanding technological field. . . .

This has been an outstanding Canadian achievement, which could not have been successful without the close co-operation and support of officials in the United States, industry here in Canada and, in particular, without the earnest endeavours of all who participated in this project within the Defence Research Board.



# Organization for Economic Co-operation and Development

## MINISTERIAL MEETING 1962

*The second ministerial meeting of the Organization for Economic Co-operation and Development was held in Paris on November 27 and 28.<sup>1</sup> It was attended by ministers from the 20 member countries: Austria, Belgium, Britain, Canada, Denmark, France, Germany, Greece, Iceland, Ireland, Italy, Luxembourg, Netherlands, Norway, Portugal, Spain, Sweden, Switzerland, Turkey and the United States. The Canadian Minister of Justice, Mr. Donald M. Fleming, was chairman, as he had been at the first ministerial meeting in November 1961.<sup>2</sup>*

*At the end of the meeting a communiqué was issued (reproduced on page 19). Mr. Fleming held a press conference on November 28 at which he commented on the OECD and the ministerial meeting in the following terms:*

MINISTERS of the 20 member countries of the Organization for Economic Co-operation and Development have held, yesterday and today, their second annual meeting. As chairman of the Council, I am glad to make this report.

The Organization, made up of 18 countries of Europe and two of North America, can speak for 540 million people. The countries that we, the ministers, represent, provide some 60 per cent of the world's industrial production, 60 per cent of the world's exports, and a market for nearly 60 per cent of the world's imports. Our countries, recognizing the needs of others, have been leaders in providing aid to the less-developed countries, assisting them to meet their aspirations for economic and political independence.

Under the Convention signed in this City of Paris nearly two years ago (14 December 1960), this Organization has three aims. It is gratifying, at this second annual meeting, to be able to report substantial progress and new initiatives in all three fields.

The first aim of the Organization relates to the achievement of maximum economic growth and employment with due regard to financial stability. At this meeting we have been able to review a year's progress towards the target, set at last year's meeting, for growth of 50 per cent in production during the decade of the 1960's. As our communiqué indicates, and as anticipated last year, rates of growth have varied in different continents and countries, but statistics indicate that the growth will prove to be substantial.

<sup>1</sup>See the article "Organization for Economic Co-operation and Development", *External Affairs*, February 1961, for a description of the OECD and its origins.

<sup>2</sup>See the article in *External Affairs*, December 1961, on the first ministerial meeting.

The economic outlook was also examined. European production continues to grow, although less rapidly than in the recent past. The competitive position in the United States, Canada and the United Kingdom has improved, and this is expected to contribute to a better balance in international payments.

The Council has decided to publish two important, although preliminary, studies. One of these relates directly to the economic-growth target adopted at last year's meeting. This study analyses the growth experience of the various member countries in the past decade and then looks forward to the possible direction and structure of growth in some of the leading countries in the years ahead. The second study to be published relates to the need for stability of costs and prices if economic growth is to be well balanced and well sustained. It reviews the experience and the experiments of member countries in maintaining reasonable stability in this field.

The second aim of the Organization relates to economic expansion in the less-developed countries; there are some such countries amongst the members of the Organization and many more, of course, in Africa, Asia and Latin America. The Organization, through its Development Assistance Committee, has completed the first of its annual reviews of the aid provided by member countries. The objective of these annual reviews is to increase the general quantity and improve the general quality of the aid that is being provided.

The Organization has also decided to proceed immediately with the establishment of a Development Centre for study and research.

The third aim of the Organization relates to the expansion of world trade on a multilateral, non-discriminatory basis. There are, at the present time, two developments of the highest importance in respect of trade but, at least for the time being, these do not fall within the ambit of our Organization; I refer, of course, to the negotiations that are proceeding in Brussels and to the perspectives opened up by the United States Trade Expansion Act.

In this Organization, however, during the past two days, we have addressed ourselves to another aspect of world trade.

Our Council noted the fact that, all too often, the efforts of under-developed countries to better themselves, and the efforts of others to help them, are offset by adverse trade developments. Sometimes the aid provided from abroad merely serves to compensate in some degree for the loss of earnings from exports that are sold at falling market prices.

Clearly, most countries would prefer to live by trade rather than by aid; clearly, problems of trade and aid are intermingled. We can help under-developed countries both by assuring them reasonable access to our markets as well as by international assistance in its various forms.

With this in mind, the Council, at this session, has passed an important resolution which is being made public this afternoon. As agreed in this resolution, member countries, acting through the Organization, will "seek to formulate concerted policies which are designed to further the economic development of the



less-developed countries and which take full account of the interdependence between trade and aid”.

Another decision of the Council during the last two days related to the growing role of the OECD in the co-ordination of scientific programmes in member countries. With this in mind, a special meeting of ministers will be convened during the coming year to stimulate co-operation with regard to scientific policy and research.

We were happy to welcome to our meeting senior representatives of a number of other international organizations whose work lies in fields related to ours. Thus we heard statements from Mr. Per Jacobsson, Managing Director of the International Monetary Fund, Mr. Rey, a member of the Commission of the EEC, Mr. Wyndham White, Executive Secretary of the General Agreement on Tariffs and Trade, and Mr. Wehrer, a member of the High Authority of the European Coal and Steel Community.

By general consent it was, I believe, a most productive and constructive meeting, and it augurs well for the future of this Organization.



*At the second OECD ministerial meeting: Mr. Donald M. Fleming, Canadian Minister of Justice (left), and Mr. Thorkil Kristensen, OECD Secretary-General.*

## Press Communiqué

The Ministerial Council of the OECD, meeting in Paris on 27th and 28th November 1962, under the chairmanship of the Honourable Donald M. Fleming, of Canada, reviewed the economic prospects for its 20 member countries in Europe and North America and the world-wide responsibilities of the OECD community.

2. The ministers undertook this review and surveyed progress towards the growth target they defined last year, basing themselves on comprehensive studies in the Organization.

3. In the United States there is unemployed labour and unutilized capacity. There is a clear need for action to stimulate demand.

Production in some European countries is now growing less rapidly than last year, but no country is expecting a substantial slowing-down in the growth of production next year.

The Organization will continue to keep the situation closely under review. Ministers agreed that, should the need to take expansionary measures arise later on, it would be important for member countries to act quickly and in concert.

4. There has been a substantial improvement in the international competitive position in the United States, in Canada, and in the United Kingdom. This will contribute increasingly to a better balance in international payments. National authorities will continue their close co-operation to moderate the remaining elements of imbalance. In particular, further efforts are needed to ensure that capital flows assist rather than impede the restoration of balance-of-payments equilibrium, account being taken of the situation in the various countries. It should be noted that large resources are available to deal with temporary balance-of-payments difficulties.

5. Prices and costs have been rising in Europe. The rise needs to be halted without restrictive policies which might arrest sound economic expansion.

Continued economic growth without undesirable rises in costs and prices could be facilitated by adequate incomes policies and measures to secure mobility of productive resources. A report on costs and prices will be published.

6. Ministers had before them a first report which will be published on some problems related to the collective target of 50 percent growth in real national product during the decade from 1960 to 1970, set by the Ministerial Council in 1961. While this objective is well within the physical capabilities of the member countries, experience over the first two years of the decade points to the need for a better and fuller use of economic resources for this purpose.

7. Referring to last year's communiqué, ministers reaffirmed the special desirability of rapid growth in all member countries in process of development and confirmed the importance which they attach to the continuation of the efforts of the Organization in this field. In this context, they stressed the importance of the work to be done by the consortia established to support the development policies of Greece and Turkey.



8. The ministers noted with satisfaction the conclusions of the first annual review of the aid policies of the members of the Development Assistance Committee.

They recognized the need for further concerted action to increase the volume and effectiveness of aid to developing countries and to relate it more closely to the development efforts of the benefiting countries themselves.

Aid programmes should be a well-established part of the policy of every developed member country.

The ministers noted with satisfaction the decision taken on the establishment of a Development Centre, the work of which will have to be prepared by the Organization.

9. In the field of trade important tasks lie ahead. If the less-developed countries are to achieve a substantial improvement in their standards of living, efforts in the field of aid must be supplemented by policies designed to increase their foreign-exchange earnings and provide expanding markets for their products, including manufactured articles. To this end, ministers have recommended that member countries, in the framework of the Organization, should work towards policies which take full account of the interdependence of trade and aid.

In the light of the development of the negotiations on the enlargement of the EEC and of the perspectives opened by the United States Trade Expansion Act, the Organization will have to consider how it could best contribute to the expansion of world trade on a multilateral and non-discriminatory basis, as provided for in the Convention.

10. Substantial adaptations in the fields of agriculture, industry and manpower will be necessary to facilitate economic growth and the expansion of trade. In view of its general competence in economic matters, the OECD can usefully help member countries to co-operate in this task.

The ministers noted the statement published by the OECD ministers of agriculture. Their work will strengthen co-operation through the OECD in the fields of agricultural policy, international agricultural trade and food aid to the less-developed countries.

11. Recognizing the increasing importance of science and technology in their many relations with economic life, the ministers noted the work undertaken by the Organization in this field pursuant to the Convention. They instructed the Organization to prepare a ministerial-level meeting on co-operation with regard to scientific policy and research, to be called within the next year.

## Ministerial Resolution on the Co-ordination of Trade and Aid Policy

(Adopted by the Council at its 32nd meeting on November 27, 1962)

The Council

*Having regard* to Article 1(b) and (c) and Article 2 (e) of the Convention,

*Considering* that economic growth achieved by member countries, in their efforts to attain the target established in November 1961, will provide the basis for additional action to promote economic expansion in less-developed countries,

*Recognizing* that trade is no less important than aid for the development of less-developed countries,

*Bearing in mind* the initiatives taken or envisaged by other international organizations with a view to promoting trade with less-developed countries, in particular at the November 1961 meeting of ministers of the Contracting Parties to the GATT:

### I

*Recommends* that member countries, by co-operation in the Organization, seek to formulate concerted policies which are designed to further the economic development of the less-developed countries, and which take full account of the interdependence of trade and aid, having in mind:

(a) the need to increase the earnings of the less-developed countries from their exports of both primary products and of manufactured goods,

(b) the need to integrate aid programmes more closely with other efforts aimed at stabilizing and expanding foreign-exchange earnings of less-developed countries and thus facilitating their efforts to achieve balanced and steady economic growth.

### II

*Instructs:*

(a) the Organization to examine existing policies in these fields, to determine the means of implementing the above recommendation and to take the necessary steps to give it effect, taking full account of the work of other international organizations,

(b) the Executive Committee to guide and co-ordinate the work pursuant to this recommendation, and to report to the Council as soon as possible.



# *The Colombo Plan Consultative Committee*

## FOURTEENTH CONFERENCE, MELBOURNE

THE ANNUAL MEETING of representatives of Colombo Plan governments to review progress and examine the tasks ahead was held in Melbourne from November 12 to 16, 1962. The leader of the Canadian delegation at this fourteenth meeting of the Consultative Committee of the Colombo Plan for Co-operative Economic Development in South and Southeast Asia was Mr. H. O. Moran, Director-General of the External Aid Office. The 21 members of the Colombo Plan were represented at the meeting, which was also attended by observers from the Republic of Korea and the Kingdom of Bhutan; at the conclusion of the meeting, the Consultative Committee agreed to welcome these two countries as members of the Colombo Plan.

### **Annual Report**

The eleventh annual report of the Consultative Committee noted that the Colombo Plan had continued since 1951 to help the economic development of its members through the exchange of ideas and experience, in addition to the provision of many forms of capital and technical assistance. The report noted that the peoples of South and Southeast Asia shared the rising expectations of all humanity for economic progress and social welfare. The very rapid increase in population made economic development more urgent and, in some countries, more difficult. Much progress had been made but still more remained to be done before decent standards of living prevailed in the region.

The Committee reviewed economic developments during the past year, during which the rate of economic growth in the region had varied considerably from country to country. On a *per capita* basis, changes in real gross national product had ranged from increases up to 6 per cent to falls of 2 per cent. Agricultural production had increased substantially and industrial production had also continued to rise. Another encouraging feature had been the continued increase in resources devoted to development. External economic assistance had continued to supplement significantly the resources available within the area. Since the inception of the Colombo Plan, donor countries have provided almost \$12 billion, including the supply of equipment, the provision of agricultural commodities, technical assistance, loans and grants. In 1961-62 the value of such aid was about \$1,815 million.

### **Need of Sustained Expansion**

The meeting noted that one of the major conditions for the progress of the less-developed countries — the maintenance in the advanced countries of sustained expansion and high levels of employment — had usually been fulfilled

since the Second World War. Although 1961-62 was characterized by slower rates of growth in the more industrialized countries, economic activity remained at a high level, especially in Western Europe. Trends in the world economy have not, however, been altogether favourable for countries of the Colombo Plan region. The continued weakness of primary-commodity prices remained a severe problem in 1961-62 for the developing countries. Import restrictions in advanced countries on manufactured goods which the developing countries could make added to their difficulties, while foreign-exchange stringency is perhaps the most pervasive problem for governments of the region at present.

In the Committee's discussion of the future tasks of the Colombo Plan, emphasis was laid on the importance of opportunities for increasing overseas markets for the products of developing countries and the expansion of trade between developing countries themselves. Emphasis was laid also on the difficult problem of the worsening terms of trade for primary producers, a problem that had to be tackled through appropriate adjustments in the demand and supply for primary products.

### **Importance of Trade**

Two of the many problems of the use of external assistance in helping finance development plans were considered to be the tying of credits to specific projects and the growing weight of foreign debt owed by developing countries. It was considered important, therefore, that world trade should flourish, so that balance-of-payment difficulties should not stand in the way of proper servicing of debt, since the cost of servicing debt could well become so large as to limit greatly the scope for further borrowing on conventional terms.

The Committee noted that, despite the importance of the physical equipment for production and its expansion, the best resources of a country lay in an intelligent, educated and trained work force. So far, \$300 million had been spent on technical assistance since the Colombo Plan's inception. The facilities provided for training within the South and Southeast Asian region itself had noticeably increased during the past year. The Committee has been paying particular attention during the last few years to investigating the facilities available within the region for use on a multilateral basis in expanding the training of middle-level manpower, a very important factor in development. Therefore, the Committee has asked the Council of Technical Co-operation, after inviting and considering proposals from member governments, for advice on the steps which can be taken to secure such action at next year's Consultative Committee meeting. The Committee agreed that, beginning next year, member countries would be requested to submit data on their respective technical-assistance needs, on a pattern to be indicated by the Colombo Plan Bureau.

### **Mobilizing Savings**

One feature of the meeting was the treatment of a selected topic of particular interest to governments of the region, in this case "The Techniques and Institutions



for the Mobilization of Domestic Savings for Economic Development". Papers submitted by member governments were examined by a sub-committee, which reported to the Consultative Committee. The following points were made:

- (a) A high level of investment is one factor needed to sustain economic development; foreign assistance cannot provide the major part of the savings required. Therefore, every country must employ suitable techniques and institutions to mobilize growing amounts of its own savings and must employ them fruitfully in productive investment for continued development.
- (b) Thrift institutions such as banks, insurance companies, pension funds and home-finance agencies can encourage small savings and pool them into sums sufficient to help finance major development.
- (c) Governments can mobilize increased savings of their own in many ways; e.g., economies and efficiency in outlay for public services and good tax laws competently enforced can enlarge treasury surpluses.
- (d) Countries in the region vary widely in their present rates of savings, but all desire to carry out policies to expand the rate of savings and encourage their most productive investment.

The Consultative Committee agreed to discuss, as a special topic at next year's meeting, "Manpower Planning for Economic Development". The Committee accepted the Government of Thailand's invitation to hold the 1963 meeting of the Consultative Committee in Bangkok.

# *NATO Parliamentarians Association*

## EIGHTH ANNUAL CONFERENCE, PARIS

THE EIGHTH annual conference of the NATO Parliamentarians Association was held at NATO headquarters in Paris from November 12 to 17, 1962. This organization, which was set up in 1955, has as its main objective the providing of an informal link between the various NATO organizations and the national parliaments of the 15 member nations, which would serve to build up a sense of solidarity among members and allow the elected representatives to inform themselves more fully. By reviewing what has been accomplished in the previous year, by receiving reports on existing problems, through the study and evaluation of present difficulties and by putting forward ideas about how to overcome them, the Parliamentarians provide the Alliance with the co-operation that it needs if it is to achieve its military, political, economic and cultural purposes.

The conference this year met in the immediate aftermath of the Cuban crisis, which had threatened to trigger a nuclear war. Moreover, open warfare had broken out in the Himalayas over the Sino-Indian border dispute, and the East-West confrontation in Berlin could potentially degenerate into conflict. The Parliamentarians expressed their concern over these situations and in three resolutions gave their wholehearted support to the United States for its resolute action in the face of potential nuclear aggression, urged the three Western powers to stand firm in Berlin, and recommended that all possible aid be given to India.

Moreover, it was realized that the Alliance itself was confronted with serious problems. The Parliamentarians agreed that European integration and the expected entry of Britain into the European Economic Community would have such an impact on NATO that, instead of working out immediate solutions for existing differences, it was imperative to ventilate new ideas on which a new and stronger Alliance could be based.

### **Political Questions**

The search for comprehensive solutions inevitably led the Parliamentarians to recall and elaborate on the Declaration of Paris adopted by the Atlantic Convention of NATO nations on January 19, 1962. They recommended the creation of a special sub-committee of the conference to work on a charter for a consultative Atlantic Assembly. They noted the recommendation contained in the Paris Declaration that the NATO Parliamentarians conference be developed into such an Assembly. They also proposed that suitable means be found to allow this consultative Assembly, in association with the OECD, to serve as a single consultative parliamentary body for both NATO and the OECD, taking into account the fact that some nations are not members of both organizations. Other recom-



mendations included the creation of a Permanent High Council at the ministerial level to determine policy on matters of common concern, the creation of an Atlantic High Court of Justice, and an Atlantic Council for Youth, Education and Culture.

### **Economic Questions**

These political objectives were naturally considered against the background of European economic integration. Indeed, if one was to devise new formulas in the economic field, it could only be done by looking for means to establish permanent and realistic links between members of the EEC and the rest of the Alliance. Professor Dr. Walter Hallstein, President of the Commission of the European Economic Community, put into words the consensus of the Parliamentarians when he outlined the new historical events that seemed to point to what he called an "Atlantic partnership". The undeniable success of the Common Market, the fact that Britain and other European countries were seeking to join it, and the recent association of Greece with it, would already be sufficient to prove that there was a basis for a larger organization, he said, adding that there was more to it than that. The OEEC, which had been created to make possible European recovery, had already been replaced by the OECD, of which Canada and the United States were members — that is, an Atlantic organization taking the place of a purely European one. Moreover, President Kennedy's Trade Expansion Act had marked a further stage in that transformation.

All this, Professor Hallstein stated, meant that partnership was in progress. He insisted, however, on the term "partnership", as opposed to "community". "Community", he said, was so closely linked in European minds to the Paris and Rome Treaties and implied so much political integration that it would be premature and even inadvisable to try to apply the ideas involved in it to the kind of association that all hoped would be established between the Western European and North American members of the Alliance.

The Parliamentarians worked out six recommendations relating to economic conditions and the way they affected NATO nations. They saw the need for more constructive consultations regarding East-West trade, special attention being paid to the export of strategic and non-strategic materials and the excessive dependence of some members of the Alliance on imports of oil from the Communist countries. They also recommended that a conference on private enterprise and public co-operation should be called to consider additional measures to accelerate Latin American development, and urged the study of the question of price stabilization of primary commodities essential to the prosperity of newly-developed countries. Trade relations with Japan and Hong Kong and the problem of the international balance of payments were also taken up.

### **Military Questions**

General Norstad, Supreme Allied Commander Europe, and Vice-Admiral R. M.

Smeeton, Royal Navy, Deputy Supreme Allied Commander Atlantic, addressed the Parliamentarians during this conference and reiterated what they thought were the assets and deficiencies of the NATO Alliance's military effort.

General Norstad, after stating that the NATO force was a "significant one" and that "our soldiers, sailors and airmen are by any standards magnificent", said that it was, nevertheless, his duty to point out the deficiencies and shortfalls of the Allied forces that would have to be remedied if the potential enemy was to be resisted without having to fight at a disadvantage.

Shortfalls in major units, in available supplies and in modern equipment were among the most serious, but what was perhaps the most urgent problem was to render possible the NATO forward strategy; and this, General Norstad said, would not become a definite reality until necessary weapons and supplies were pre-stocked in the forward areas, where troops, which had to be transported across the sea, would have to fight on a few hours' notice. Vice-Admiral Smeeton stressed the need for an adequate, more modern, submarine force and for research on ocean environment, so that NATO lifelines across the vast expanse of four oceans could be maintained.

The Parliamentarians adopted five recommendations concerned with military matters. They recommended that the governments concerned give high priority to providing the Supreme Allied Commander Europe with the fully trained and equipped forces which had been deemed necessary. Another recommendation was that arms and equipment of troops which would have to be moved considerable distances should be stockpiled in peacetime. They also recommended that attention be given to the provision of adequate anti-submarine, naval and maritime forces and that research and development in anti-submarine warfare be given high priority. The Parliamentarians finally recommended that member states contribute to the mobile-forces scheme and that civil-defence advisers be made directly responsible to the Secretary-General of NATO.

### **Political Consultations**

The importance and impact of consultations between NATO members in the Council during the last year was recalled in many instances. The Acting Secretary-General of NATO mentioned the desirability of creating a "common pattern of thought and of reactions to political events round the world". He gave as examples of this desired unity the discussions held in the Council on long-term defence plans, on standardization of weapons, on emergency planning, and on what may have been one of the greatest lessons for the future, i.e. the solidarity shown recently behind President Kennedy's policy on Cuba which, together with the support of the Organization of American States, no doubt greatly strengthened his hand. In the context of this Cuban crisis, Mr. George W. Ball, Under-Secretary of State for the United States, who also addressed the Parliamentarians, drew three interesting lessons. First, he said, "the Atlantic nations were in the Cuban crisis together, as they must necessarily be in every major East-West confrontation." Secondly, he stressed the wisdom, indeed the necessity, of a "measured



response" to such a threat. Thirdly, he saw the need for quick reaction to sudden danger, while he continued to believe in the necessity for a continuous consultative process.

### **Information Questions**

The work of the Atlantic Institute under the able direction of Mr. Cabot Lodge was highly praised, as were the information efforts behind the Iron Curtain, whether sustained by governmental or inter-governmental institutions. However, as the Acting Secretary-General underlined, a successful information policy costs a great deal and there lies the main problem. There is much, nevertheless, that NATO could do to co-ordinate such efforts.

### **Scientific and Technical Questions**

The North Atlantic Council released for general consideration and discussion during the Parliamentarians' conference a report of the working group under the chairmanship of Dr. J. R. Killian which the Council had appointed in 1961 to study the question of establishing an international institute of science and technology. The conference welcomed the publication of this report and recommended that member governments lend their assistance and active participation to the establishment of such an institute. The conference also recommended the establishment of a NATO meteorological centre. Another resolution pertained to the application of satellites to the NATO command and control communications, sea surveillance, and other important operational problems.

The continuity of the NATO Parliamentarians Association was again reflected in the election of a new chairman, Lord Crathorne of Great Britain.

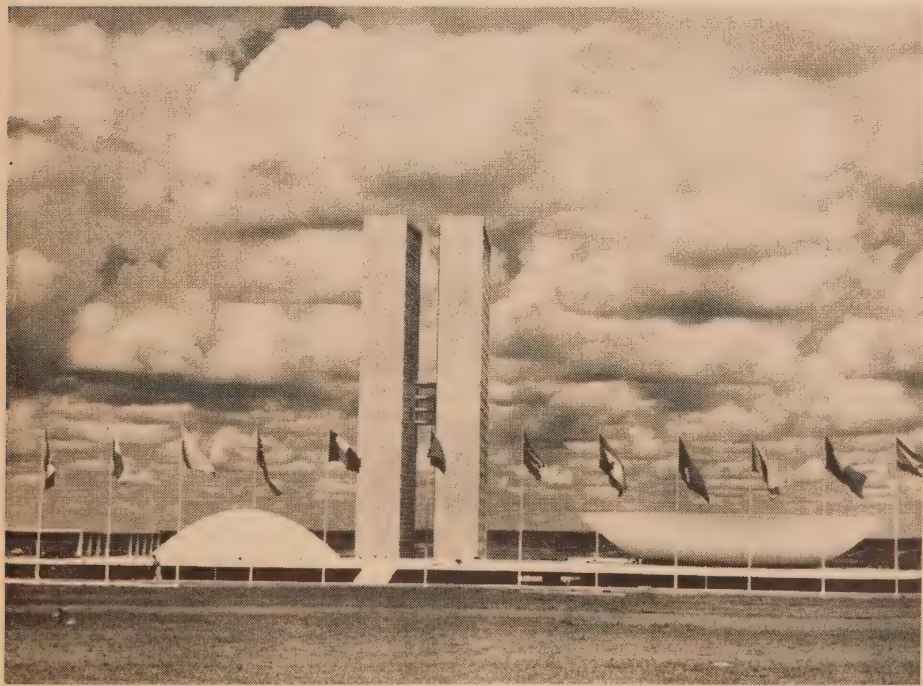
# *The Inter-Parliamentary Union*

## FIFTY-FIRST CONFERENCE, BRASILIA

ON OCTOBER 24, 1962, 360 delegates, representing 47 national groups belonging to the Inter-Parliamentary Union, assembled in Brasilia, the world's newest capital, to listen to the inaugural address by President Joao Goulart of the United States of Brazil and welcoming speeches by the Presidents of the Brazilian Senate and Chamber of Deputies. The opening ceremonies were conducted in the Palacio do Congresso against a brilliant background provided by the costumes of African delegates. A touch of added grandeur was given to the setting of this newly-created capital city, situated in the very heart of the South American continent, by a display of the flags of many nations before the entrance to the spectacularly-designed Senate and House of Deputies.

### **Preparations and Arrangements**

Only a few months before the date fixed for the opening of the conference, it became clear that the political situation in Buenos Aires, where it had originally



*The sunken building of the new Brazilian Congress in Brasilia: Left, the Senate dome; right (reversed), that of the Lower House, where the IPU met. The 21-storey building at the back contains the offices of the members of Congress. Foreground, some of the flags of the countries attending the conference.*

been scheduled to take place, was unlikely to be stabilized in time for the meeting. An offer from the Brazilian national group, in whose country the 1958 conference had been held, was gratefully accepted as a last-minute alternative that would allow the conference to be held on the dates proposed and in the geographic region that had originally been selected for it.

In spite of the relatively short time remaining before the 1962 conference opened in its new location, arrangements for accommodation, simultaneous translation, transcription of documents, transportation, receptions, and other preparations essential to the effective conduct of such an international meeting were pushed ahead with such diligence that everything was ready by the opening session. Brasilia's Nacional Hotel, for example, the largest and most modern in South America, worked day and night for two weeks to prepare a dining hall with seating capacity for 800 guests for the official banquet held jointly by the Presidents of the Senate and the Chamber of Deputies. All delegates agreed that the organizational work of the Brazilian Group and the Union Secretariat, under considerable pressure because of the short notice, had greatly facilitated the work of the conference and had, in fact, made it possible, when cancellation appeared imminent, to hold it as planned.

### **The Union — Aims and Functions**

The Inter-Parliamentary Union, which today has member national groups in 64 different countries, traces its origins to the initiative of Sir Randal Cremer (Great Britain) and Frederic Passy (France). The efforts of these two founders resulted in the first inter-parliamentary conference for international arbitration, which was held in Paris in 1889 and attended by delegates from nine countries. After a modest beginning, the movement developed rapidly and by 1894 had become a permanent organization with its own statutes and secretariat under the name "Inter-Parliamentary Union".

The aim of the Union is "to promote personal contacts between members of all parliaments and to unite them in common action to secure and maintain a full participation of their respective states in the firm establishment and development of democratic institutions and in the advancement of the work of international peace and co-operation".

To further these aims, the Union makes known its views on all international problems suitable for settlement through parliamentary action in the form of resolutions approved by the annual conference, and puts forward suggestions for the development of political institutions so as to improve their working and increase their prestige.

### **Structure**

The Union, which is an international organization of a semi-official character, has Category "A" consultative status with the Economic and Social Council of the United Nations. It also has consultative arrangements with UNESCO and maintains legal contacts with other Specialized Agencies of the United Nations



and with regional organizations such as the Council of Europe, the European Parliamentary Assembly and the Organization of American States. It is composed of national groups constituted in national parliaments. While parliaments as a whole may constitute themselves as national groups, it is customary that the members of the Union's groups are recruited on an individual basis. The principal organ of the Union is the annual conference and the Inter-Parliamentary Council. The conference, convened at least once a year unless otherwise decided, is made up of representatives of national groups whose delegations vary in size and whose voting rights are weighted. No country has fewer than nine votes (Iceland has this number). India has 20, the United States 21, and the U.S.S.R. 22 (the largest representation). The Council is composed of two representatives from each affiliate group and meets in the spring of each year to prepare resolutions for discussion in the annual conference. The two administrative organs of the Union are the 11-member Executive Committee elected from the members belonging to the different groups and the Inter-Parliamentary "Bureau" or international secretariat of the organization, which has its headquarters in Geneva, Switzerland. An additional association that has grown up with the general framework of the Union is that of secretaries-general of parliaments, which provides an opportunity for the clerks of the various legislative assemblies to co-operate in the technical study of parliamentary problems.

### **Participation in the Fifty-first Conference**

Delegates attending the conference represented all continents. Africa and Asia, Far, Near and Middle East, Eastern and Western Europe, North, Central and South America, met under sunny skies that obligingly remained dry for the greater part of the first week, though the area had already entered its season of tropical rains.

Countries of the Commonwealth were represented in the conference by national groups from Australia, Britain, Canada, Ceylon, Ghana, India, New Zealand and Nigeria. There was a sizeable delegation from the United States, mostly of Senators, as that country was on the eve of an election. Delegates from Brazil, Chile, Guatemala, Panama, Paraguay and Venezuela represented Central America and the South American continent. The largest regional grouping of countries was represented by European parliamentarians from Belgium, Denmark, Finland, France, Germany, Italy, Ireland, the Netherlands, Norway, Spain, Sweden and Switzerland. The Italian delegation numbered 14 members (the same number as the British delegation) and 13 representatives came from the Federal Republic of Germany. Ethiopia, Ghana, Liberia, Nigeria, Tunisia and the Central African Republic sent members of their national legislatures to represent the continent of Africa. From the Mediterranean area came delegates from Israel, Lebanon, Syria and Turkey. Asia was represented by national groups from Japan, Laos, the Philippines, Thailand and Vietnam. The Japanese delegates, in fact, outnumbered even the Brazilian group, with a total of 37 members.



*The Canadian delegation to the fifty-first conference of the Inter-Parliamentary Union, in the Lower Chamber of the Brazilian Congress in Brasilia. Left to right: Senator G. S. Thorvaldson (Chairman); Senator Jean-Marie Dessureault; Senator Arthur Beaubien; Mr. Maurice Côté, M.P.; Senator Léon Methot; and Mr. Alcide Paquette (Secretary of the Delegation).*

Communist countries sent delegates from Bulgaria, Czechoslovakia, Hungary, (Outer) Mongolia, Poland, Rumania, the Union of Socialist Soviet Republics and Yugoslavia. The leader of the Yugoslav delegation extended a welcome to the delegates who will attend the fifty-second conference, which is scheduled to be held in Belgrade in 1963.

The members of a parliamentary delegation from Colombia, who arrived on the third day of the conference, were admitted as observers. Ethiopia, the Central African Federation and Mongolia attended for the first time, and a delegation from Syria returned to the Union after the reformation of the Syrian Group. A number of delegations included leaders of at least one of their parliamentary bodies, and both the President of the Soviet of the Union and the Chairman of the Soviet of Nationalities were members of the Soviet delegation.

### **Canadian Participation**

After many years absence from Union activities, the Canadian Parliamentary Group designated Senator J. M. Dessureault and E. J. Broome (a former Member of Parliament from Vancouver) as observers to the 1958 IPU conference in



Rio de Janeiro. Canadian delegates attended conferences in Tokyo in 1960 and in Brussels in 1961, with Senator Gunnar S. Thorvaldson as the head of the delegation on both occasions. The Canadian delegation to the fifty-first conference in Brasilia, again led by Senator Thorvaldson, included Senators Leon Methot, Jean-Marie Dessureault and Arthur Beaubien, and Maurice Côté, M.P., with Mr. Alcide Paquette as secretary.

### **Conference Resolutions**

The four principal items on the agenda of this year's conference, prepared at the spring Council meeting in Rome, were as follows:

- Item 3* — The Role of International Trade in Promoting Balanced Economic and Social Progress in Developing Countries.
- Item 4* — Convention on Measures to be Taken in the International Field Against Those Guilty, in the Exercise of Public Office, of Fraudulent Enrichment Prejudicial to the Public Interest.
- Item 5* — Methods and Prerequisites for General Disarmament:
  - (a) Measures for Lessening International Tension;
  - (b) Constitution of an International Force to Meet Immediate Needs;
  - (c) General Acceptance of Compulsory Jurisdiction of the International Court of Justice in the Settlement of Disputes between States.
- Item 6* — Principles and Methods to be Followed for Accelerating the Implementation of the United Nations Declaration on the Granting of Independence to Colonial Countries and Peoples.

### **International Trade**

Item 3 proposed international measures to promote: the growth of world trade in general and that of developing countries in particular; the removal of obstacles to expansion, and of restrictions set by industrialized countries; the correction of fluctuations in the demand for, and in the price of, the export commodities originating in developing countries, and of unfavourable ratios between the prices of their exports and of their imports. These measures were outlined in resolutions of the United Nations Economic and Social Council at its thirty-second and thirty-fourth sessions and supported in the resolution of the forty-ninth inter-parliamentary conference, which called for the urgent convocation of a world economic conference under United Nations auspices.

The conference unanimously adopted the motion recommending that national groups urge their governments to give the fullest support to these resolutions and instructed the Council President to take the necessary steps at the United Nations to implement the forty-ninth conference's resolution on the calling of such a conference. A special appeal was made in the resolution to all economically-developed countries to:

- (1) stimulate the expansion of world trade;
- (2) assist developing countries in exporting raw materials;



- (3) remove restrictions and eliminate discriminatory practices;
- (4) avoid disruption of commercial marketing by orderly disposal of commodity surpluses to bring maximum relief to needy peoples;
- (5) negotiate agreements on prices stabilization and commodity expansion;
- (6) assist industrialization of developing countries and aid disposal of their manufactured goods.

### **Fraudulent Enrichment**

Item 4 proposed a convention consisting of eight articles designed to provide means of enabling legal action to be taken against those guilty, in the exercise of public office, of fraudulent enrichment. Recognizing that those who commit such offences are today not liable to extradition, in spite of the fact that such acts are detrimental to international morality and to the operation of the democratic system and damaging to the economic interests of the peoples concerned, the convention provides for the denunciation of such acts by contracting parties, the provision of evidence, the blocking of funds or misappropriated goods and the designation or establishment on their territory by contracting parties of a legal body with power to decide such cases. Competence in the matter of jurisdiction over such offences should be delegated to the International Court of Justice, or another international organ, by *ad hoc* agreement.

### **International Crisis**

The political calm following the country's October 6 elections was expected to provide a settled climate for conference discussions, but the sudden possibility, on the eve of the opening session, of open conflict between the United States and the Soviet Union over the establishment in Cuba of nuclear-missile bases overshadowed session debates and focused special attention on the draft resolution on methods and prerequisites for general disarmament.

Following the report of President Kennedy's declaration of a maritime blockade, discussions in the general debate concentrated on the problem of Cuba, and a Yugoslav resolution intended to remove Cuba from conference debate was referred to the Council of the Union by its general assembly. There, the motion was expanded to include reference to the Indo-Chinese border conflict, also in the news headlines at that moment, and the subsequent Council recommendation permitting full discussion was approved in plenary by an overwhelming majority vote. The unanimous vote of the Organization of American States in favour of preventing further military shipments to Cuba was hailed by many delegates as an unusually clear demonstration of Latin American solidarity and general approval of the United States action to prevent the spread of nuclear capabilities. Attempts by delegates from Communist countries to make the blockade appear as an act of United States colonialism against a small defenceless country did not appear to make much of an impression on the Assembly.

In his intervention in the general debate, the leader of the Canadian dele-

gation pointed out that the First and Second World Wars had been owing, to a considerable extent, to miscalculations on the part of aggressors who had underestimated the potential of the forces opposed to them and misunderstood the nature of the hopes and aspirations of the vast majority of the people of the world. Fortunately, on this occasion the entire Western Hemisphere had unequivocally demonstrated its position on the question of Cuban armament. Senator Thorvaldson also referred to the proposal of the Prime Minister of Canada for the formation of an investigating committee made up of the eight non-aligned members of the United Nations Disarmament Committee.

### **Compulsory Jurisdiction of Disputes**

Item 5 required separate votes to be taken on each of the three sections that made up the resolution. The first part ("Measures for Lessening International Tension") created no disagreement and was unanimously approved. The second part, a more specific resolution recommending the immediate negotiation of agreements for the establishment of national contingents of an international police force as provided for under Chapter VII of the United Nations Charter, was heatedly debated but approved by 303 votes in favour, 118 against, with 25 abstentions. The third part, referring to the general acceptance of compulsory jurisdiction by the International Court, urged that all states not parties should apply for membership and that those member states of the United Nations that had not signed declarations recognizing the jurisdiction of the International Court as compulsory should do so as soon as possible. It was pointed out that only 36 of the 104 members of the United Nations had accepted this jurisdiction. Nevertheless, the resolution was approved by 348 votes to 100 against, with 30 abstentions.

### **Non-Self Governing Territories**

Item 6, the resolution on the acceleration of the granting of independence to colonial countries and peoples, proved to be the most controversial of all. Its title referred specifically to the granting of independence to "colonial" countries and peoples, to the apparent exclusion of the "colonialism" of Communist regimes imposed and maintained by force on peoples who had been denied any right of self-determination. By referring to the Baltic States, Eastern Europe, Hungary and Tibet, to the loss of freedom under the "new imperialism" and the failure to hold elections under the revolutionary regime in Cuba, many of the parliamentarians showed this resolution to be unrealistic and misdirected.

The Philippine delegate pointed out that as, in the past 15 years, out of 650 million people under colonial yoke, 580 million had been given their freedom, the Union might well concern itself with the *preservation* of freedom and the suppression of those forces which sought to prevent its full flowering.

After a clause-by-clause vote following the discussion of a number of amendments, the resolution as a whole was finally rejected by 144 votes against to 61 in favour, with 286 abstentions.

### **Presidential Message**

A telegram from President Kennedy referring to the IPU resolution on Cuba and the Indo-Chinese conflict, received on the final day of the conference, emphasized that the United States, whose people would suffer more than others from an outbreak of hostilities, would do everything possible to maintain the peace and had already appealed to both the Organization of American States and to the United Nations to take steps to remove this current threat to the peace.

At the last sitting of the Assembly, on November 1, Sr. Ranieri Mazzili, President of the Brazilian Chamber of Deputies, was elected for an initial three-year term as the new president of the IPU, and representatives of Denmark, Vietnam and Chile were chosen as new members of the Executive Committee.

Next year's conference is to meet in Belgrade and the fifty-third conference will be held in Copenhagen the following year. The 1965 conference may well take place in Canada if an invitation to this effect is approved by the next meeting of the Inter-Parliamentary Council, which is to be held next spring in Lausanne, Switzerland. This should provide a significant introduction to the events leading to the observation of Canada's centennial celebrations.



## *Siblin Vocational Training Centre*

ON OCTOBER 2, 1962, 15 months after the laying of the cornerstone<sup>1</sup>, the Siblin Vocational Training Centre was inaugurated in Lebanon as the newest of the centres planned by the United Nations Relief and Works Agency for Palestine Refugees in the Near East to provide training for young refugees under its care. In carrying out an accelerated programme to increase these facilities, UNRWA, using largely extra-budgetary funds received in connection with World Refugee Year, undertook in the three years ending June 30, 1963, to expand the capacity of its four original centres while constructing and enlarging an additional five, in order to accommodate 4,000 trainees, between 2,000 and 2,500 of whom graduate each year.

Canada became a major contributor to this part of UNRWA's work by providing a gift of \$1 million in the form of wheat flour during World Refugee Year. From the funds released by this gift, together with contributions amounting to almost a quarter of a million dollars from the Canadian Committee for World Refugee Year and the Canadian Junior Red Cross, UNRWA paid for the construction of Siblin. The remainder of the official gift has been used to finance construction of a vocational-training centre at Homs in Syria.

Mr. Paul Beaulieu, Canadian Ambassador to Lebanon and Iraq, represented the Government of Canada at the inauguration. The Prime Minister of Lebanon, Mr. Rashid Karame, presided at the opening ceremony, and among the distinguished guests was Mr. Kamal Joumlatt, Minister of the Interior, who gave the land on which the centre was built. Diplomatic representatives of the Federal Republic of Germany and Sweden, the countries to which UNRWA was indebted for gifts of equipment for the Centre, were also present.

The inauguration ceremony was marked by the unveiling by the Prime Minister of a plaque bearing the following text in French and in Arabic;

"This tablet, a memorial of international goodwill and brotherhood, commemorates the opening on this October 2, 1962, of Siblin School, dedicated to the vocational training of refugees from Palestine. It stands on a plot of this good earth of Lebanon graciously given for this high purpose by His Excellency Kamal Bey Joumlatt. His devotion to the cause of education and his sympathy with his Palestinian brothers will long be remembered.

"With the approval and co-operation of the Government of Lebanon, the building of this school was inspired, planned and designed by the United Nations Relief and Works Agency for Palestine Refugees in the Near East.

"Its construction was made possible by gifts from the Government of Canada, the Canadian Committee for World Refugee Year, and the children of the Ca-

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<sup>1</sup>See *External Affairs*, September 1961, Page 304.

nadian Junior Red Cross, who gladly and generously gave of their own time and money to help those less fortunate than themselves.

“This inscription bears witness to the hope that co-operation and brotherhood between nations will continue to flourish and to faith that within these walls will be trained young men who will bring joy and pride to their families and by their devoted labour help to enrich the Arab world and all humanity.”



#### *SIBLIN VOCATIONAL TRAINING CENTRE*

*In the foreground are the workshops; the two-storey buildings in the background are the classroom and dormitory blocks.*

## *Canadian Totem Pole Presented to Mexico*

**I**N COMMEMORATION of the 150th anniversary of Mexico's independence, a Canadian totem pole specially designed for the purpose was presented to the Government and people of Mexico at a ceremony that took place in Chapultepec Park, Mexico City, on October 18, 1962. The pole, a gift from the Government and people of Canada, was presented by W. Arthur Irwin, Canadian Ambassador in Mexico.

Mexico celebrated the 150th anniversary of its independence on September 16, 1960. Canada was represented at the commemoration ceremonies by a special mission headed by Mr. Pierre Sévigny, Associate Minister of National Defence; and, shortly thereafter, on behalf of the Government, Mr. Howard Green, Secretary of State for External Affairs, commissioned the carving of a commemorative totem pole.

The designer was the late Mungo Martin, a member of the Kwakiutl tribe of northern Vancouver Island, who carved the pole under the supervision of the University of British Columbia in Thunder Bird Park, Victoria, British Columbia. The pole stands 35 feet high and weighs about five tons. The four carved figures on the pole represent various Kwakiutl clan crests and include a Thunder Bird, a Sea Otter, the Double-Headed Serpent and the Cedar Man. These crests are strikingly appropriate, since the Thunder Bird and the Double-Headed Serpent have their counterparts in the art and traditions of Mexico, and the Sea Otter symbolizes the early phases of the maritime fur trade, during which Spanish vessels from Mexico played a significant role in the history of the West Coast.

The pole was shipped by sea from Vancouver to Acapulco and transported by truck from there to Mexico City. Following consultation between civic authorities and the Canadian Embassy, it was installed on a prominent site in Chapultepec Park, the "Hyde Park" of Mexico City, which each week is visited by tens of thousands of the city's inhabitants. It stands on a low mound surrounded by a circular paling, situated in a glade against a background of tall trees. Set into the paling is a bronze plaque bearing an inscription that reads:

Al pueblo de México, en nombre del Gobierno  
y del pueblo del Canada con motivo del 150  
aniversario de su Independencia. 16 de  
septiembre de 1960.

The site is close to a main thoroughfare and not far from the Municipal Zoo, one of the Park's most popular attractions. The totem has been the object of much curiosity and admiration, and already is well on the way to becoming a familiar landmark to many of Mexico City's more than 5,000,000 inhabitants.

At the presentation ceremony, the Mexican Government was represented by Senor José Gorostiza, at the time Acting Minister for External Relations, and Senora Amalia Castillo Ledón, Under-Secretary for Cultural Affairs in the Minis-





*Canadian Totem Pole in Chapultepec Park, Mexico City.*

try of Public Education. The city of Mexico was represented by Senor Garcia Torres, Secretary-General of the Federal District, and by local members of Congress. Also present were representatives of various civic and labour organizations and groups of school children from four Mexico City schools that have connections with Canada. Music for the occasion was provided by the "Orquesta Tipica" of Mexico City, dressed in the traditional Mexican *charro* costume.

In presenting the pole, Ambassador Irwin explained that such a gift to Mexico was thought to be appropriate "not only because it would exemplify an art which is indigenous to Canada but also because during the early exploration of our continent there were close contacts between Mexico and what is now British Columbia, particularly through the maritime fur trade, which is symbolized on the pole by the Sea Otter".

The Ambassador's address continued as follows:

"This gift, however, is more than a testimony to historical ties and past cultural affinities. If it were only this, it would be little more than a curiosity. It is my hope that it will stand for many years as a symbol of the sympathy, understanding and friendship which exists between our two countries.

"We are both countries of the Americas, with historical experiences very similar. Although by different routes and methods, we have both known the hard experience of achieving political independence and of transforming a colony into a nation. We are both peoples with a profound respect for the fundamental rights of the individual, for the concepts of democratic liberty and for the essential human values without which there can be no civilization. We are both militantly dedicated to the search for world peace, without which there can be no tolerable life for humanity.

"Both of us are blessed with extensive territory rich in material and human resources. Despite the difficulties of our day, we are both developing at a rapid rate. Many of the problems which confront us are similar both in nature and in magnitude. Because of these and other relevant factors, it can truly be said that we are brother peoples.

"I am proud to participate in this ceremony and in the name of the Government and people of Canada to present to the Government and people of Mexico this goodwill tribute. May it long stand amid the beauties of this historic park as a symbol of the deep friendship, fraternity and understanding which exists between our two countries."

Senor Garcia Torres, who unveiled the plaque and received the totem pole on behalf of the Federal District of Mexico, said that the city authorities would guard it with care and affection not only because of its artistic and symbolic value but "because it comes from a country, from a government, and from a people with whom Mexico retains the most cordial relations".

Immediately after the ceremony, Senor Gorostiza sent a formal note to the Ambassador thanking the Government and people of Canada for the gift, "which constitutes without a doubt one more demonstration of the close bonds of friendship which unite our two countries." The rest of the note read:

"My Government greatly appreciates that, for the donation of a valuable example of popular Canadian art, Your Excellency's Government has chosen an occasion of such happiness for the people of Mexico as is the commemoration of the Independence movement of 1810.

"It is a pleasure for me as well to express to Your Excellency the satisfaction of the inhabitants of Mexico City and of its authorities in counting, among the monuments which adorn the public places of the capital, one which elegantly represents the oldest traditions of Canada."



# *External Affairs in Parliament*

## **NATO Ministerial Meeting**

*The following report was given to the House of Commons on December 17 by the Secretary of State for External Affairs, Mr. Howard Green:*

. . . In the background of this particular NATO meeting was the Cuban crisis; and by the way, may I say that this crisis should not be regarded as having been finally settled as yet. It is true that big steps have been taken toward a settlement, but this has not yet been concluded. The Cuban crisis has had quite noticeable effects on the Alliance. One is that as a result of the crisis the diplomatic position of the Alliance itself has been considerably improved. Then, in my opinion, the crisis has served to draw the allies much closer together than they were previously and in the case of the government of each country — and certainly this is true of Canada — it has increased the value we place on this defence Organization.

The meetings in Paris lasted for three days and were very harmonious. In fact they were the most harmonious meetings of NATO that I have attended. Great credit, of course, was given to the United States for the firmness yet moderation shown in the Cuban crisis. Some question was raised with regard to methods of consultation in a crisis like this, but no real complaint was made against the United States for the manner in which the allies were consulted or informed.

I think we in the Alliance face a new position with regard to consultation. Many threats are of global nature, and furthermore one can never be quite sure in what part of the world the next threat is going to come. Then there is the question of the rapidity with which a crisis may arise. That, of course, was true in the case of Cuba, and it made consultation difficult. The Permanent Council will be studying from now on methods by which consultation can be improved. There is no doubt that we could have a better system, and an attempt will be made to work one out.

On the first day of the conference there was an extensive review of the international situation dealing primarily with East-West relations. On behalf of Canada, I took the position that NATO now has the initiative as a result of the Cuban crisis, and that every effort should be made to retain that initiative rather than getting into the position of always waiting for the Communist world to make the first move with NATO, then acting in response to Communist initiatives.

It was agreed that the Alliance must be kept strong, and we believe as well that it should be prepared to negotiate at all times. I think that is a sound policy provided there is no letting down of the guard. We also suggested that there should be an attempt made now to do some contingency planning, as it is called, in the political and diplomatic fields. There has been such planning in the military and economic fields, but not sufficient in the diplomatic field. For example,

I think there should be several plans worked out which would cover what the Alliance should do in case the Russians sign a peace treaty with East Germany. This is the type of contingency planning I think should be done in the political and diplomatic fields.

Then we went on to point out that there is a contact with the Communist world in the disarmament negotiations which are going on in Geneva. I did not deal with this subject at any length, but Canada is one of the four NATO countries represented on the Disarmament Committee and, of course, it is a very good field in which to negotiate.

We also dealt with the relationship between NATO and the United Nations. In days gone by, there has been a tendency in NATO to write down the United Nations, for quite frequently NATO nations have been criticized in New York. Canada has felt that more importance should be placed in NATO on the activities of the United Nations. For example, we pointed out several ways in which NATO's position had been improved by activities at the United Nations within the last year, and perhaps the House might be interested in these six examples which I gave:

1. The increasing support which U Thant is receiving and which indirectly undermines the prospects for the *troika* approach.

2. The determined current effort to find a solution in the Congo and to reduce United Nations operations and costs. These are all examples of how United Nations activities have been of great help to NATO.

3. The satisfactory outcome of Belgium's transfer of power in Rwanda and Burundi.

4. France's brilliant achievement in bringing independence to Algeria.

5. The decision of the International Court on the sharing of the peace-keeping expenditures of the United Nations.

6. The gain in prestige for the United Nations, as well as for the West, which has taken place as a result of the outcome of the Cuban crisis. . . . U Thant has played a significant role in these negotiations, and there can be little doubt that Soviet prestige has fallen in the United Nations and in the eyes of the uncommitted nations of the world.

In this international review, I also dealt briefly with the Chinese attack on India. Here again, NATO is vitally concerned with all the developments arising from that unfortunate conflict. Canada feels that India must not be expected to rush to align herself with the West — or, for example, to make application to join NATO. Some people may think that would be very nice, but if India were to give up her unaligned position she would certainly lose a great deal of her standing in Asia and in Africa. We have quite a good understanding of India; there is not only the Commonwealth relationship but we serve with India in the United Nations Emergency Force in the Gaza Strip and in the Congo forces, as well as on the Supervisory Commissions in Indochina. We believe India's position should be viewed with a great deal of sympathy by the members of the NATO Alliance.

In the military field, the second day was devoted to a consideration of military questions. I think the most significant feature of that discussion was the suggestion by the United States that there is now ample deterrent capability on the Western side. Of course there is great deterrent power on the Communist side as well, with the result that it is very unlikely that either of the great nuclear powers would wish to precipitate a nuclear war and the resulting terrible destruction that would ensue. Thus it follows that the crises are likely to be of a nature not quite serious enough to precipitate a nuclear war. In other words, the Communists may go just so far that they do not actually precipitate a nuclear war.

There is a realization that NATO forces could be improved considerably to deal with that type of situation. In Europe there are, of course, some proposals for a European nuclear deterrent in the shape of medium-range ballistic missiles. This question was not decided. It will be studied further by the Council. It involves great expenditures; these missiles cost a great deal of money, and I think the European nations would be expected to provide a good deal of the cold, hard cash for such a deterrent. There would also be the question of control, how they would be handled and so on. The Europeans seem to favour land-based medium-range ballistic missiles, while the United States is more interested in having such a force at sea.

With regard to the conventional forces, there was a plea made by the United States for strengthening them, but this would not apply to Canada; in effect the proposal was made to the European nations. . . . Canada strengthened her conventional forces a year ago at the time of the Berlin crisis. We were very pleased to have it pointed out, not by ourselves but by the military authorities and the United States, that Canada had lived up to her commitments and, for example, that our brigade was the only combat-ready unit in the NATO forces other than those of the United States. In spite of rumours which I have seen in the press at home since my return, there was not a word of criticism of Canada's military efforts in NATO.

There was also a discussion on research development and production. As you know . . . in NATO Canada has always been in favour of sharing arrangements for this type of development, and the Minister of National Defence made a statement to that effect in the course of the discussions.

Finally there was a discussion about special aid to Greece to help with her defence expenditures. She is unable to continue the heavy expenses to which she is committed, and all the nations, or most of them in any event, are now arranging to give her some help with her defence costs. For example, Canada, in 1963, subject to Parliamentary approval, will provide \$1 million in the way of spare parts for planes which Canada supplied to Greece at an earlier date, and also \$1 million in the shape of foodstuffs for the Greek army. Greece is a strong, close friend of Canada, and is very grateful to us for taking this position.

It was agreed that the next meeting, which takes place in the spring, will



be held in Ottawa on May 21, 22 and 23. I am sure that had Hon. Members of the House been in Paris, they would have been very gratified if they had been attending the meetings . . . with the reaction of the delegates from the other member nations. They were simply delighted to be coming to Canada for this meeting, and I am sure we will all see to it that they get a warm welcome and that they leave Canada with as good an impression as they have of our country at the present time. . . .

## OECD Ministerial Meeting

*On December 3, the Minister of Justice, Mr. Donald M. Fleming, reported in the following words on the November meeting in Paris of ministers from OECD countries, of which he had been chairman:*

. . . The second annual meeting of ministers of the 20 member countries of the OECD was held in Paris on November 27 and 28. I now wish to report to the House concerning the results of this very successful and interesting meeting. The agenda for the meeting contained items relating to the three main aims of the Organization, namely the achievement of maximum economic growth and employment with due regard to financial stability, the promotion of economic expansion in the less-developed countries, and the expansion of world trade on a multilateral, non-discriminatory basis.

In an exchange of views concerning economic policy, ministers reviewed the current situation in member countries and the progress made in the past year toward the collective growth target defined in November, 1961. . . . On that occasion the OECD ministers agreed to set as a collective target the attainment during the decade 1960 to 1970 of a growth of 50 per cent in real gross national product of the 20 member countries in aggregate.

In examining the economic outlook at the present time, the Council noted that in the United States there is unemployed labour and unutilized capacity and a clear need for action to stimulate demand. European production continues to grow, although at a less rapid rate than before. It is intended to keep the situation under review, and ministers agreed that should any measures be required to stimulate expansion in member countries, it would be important to act quickly and in concert. A significant conclusion of the discussion was that the competitive positions of Canada, the United Kingdom and the United States have improved. This is expected to contribute to a better balance in international payments.

The Council decided to publish two important although preliminary studies. One of these relates to the growth target adopted last year. It analyses growth experience of the various member countries over the past decade and looks ahead to the possible direction and structure of growth in some of the leading member countries. The second study reviews the experience and experiments of member countries in maintaining reasonable stability of costs and prices. In stating the

views of the Canadian Government during the discussion, I emphasized the importance Canada attaches to the highly successful exchange of views on economic policy within the Organization. I believe it is no exaggeration to say that these consultations on economic policy lie at the very heart of the Organization. It is of real significance to Canada to be able to contact, through the OECD, the senior representatives of our major trading partners responsible for the formation of economic policy.

I also indicated the interest of the Government in the work of the Organization over the past year in examining the policies and problems of economic growth and in analysing the means of achieving stability of costs and prices. With respect to the latter subject, I reminded the Council that the Canadian Government has laid strong emphasis on the improvement of productivity and economic efficiency, that it has established the National Productivity Council and that it has introduced recently in this House a measure to establish a National Economic Development Board.

With respect to trade, ministers addressed themselves to the important question of co-ordinating trade and aid policies adopted by member countries in their relations with the less-developed nations of the world. In a resolution approved last week, members of the Organization agreed to "seek to formulate concerted policies which are designed to further the economic development of the less-developed countries and which take full account of the interdependence between trade and aid". It is clear that most countries would prefer to live by trade rather than aid, and that the industrialized nations can help the less-developed areas by providing reasonable access to markets for their products as well as by means of international assistance.

The Ministerial Council also reviewed the activities of the Organization during the past year in the field of development assistance, noting with satisfaction the conclusions of the first annual review of the aid policies of the members of the Development Assistance Committee. Ministers recalled the decision taken recently to establish a Development Centre in the context of the OECD and recognized the need for concerted action to increase both the quantity and the quality of aid to developing countries. For this part of the meeting, in view of Japan's membership in the Development Assistance Committee, the Japanese Minister of State, Hon. Kiichi Miyazawa, was in attendance.

Ministers discussed the role of the OECD in the co-ordination of scientific programmes in member countries. They agreed to convene a special meeting of ministers in 1963 to stimulate co-operation in this important area.

The ministers of agriculture of the 20 member countries met on November 19 and 20 in Paris. The Ministerial Council of the Organization noted the results of the agriculture ministers' discussions and agreed that their work will strengthen co-operation through the OECD in the fields of agricultural policy, international agricultural trade and food aid to the less-developed countries.

The ministers were happy to welcome to the meeting senior representatives

of a number of other international organizations whose work lies in fields related to that of the OECD. Statements were heard from Mr. Per Jacobsson, Managing Director of the International Monetary Fund; Mr. Rey, a member of the Commission of the European Economic Community; Mr. Wyndham White, Executive Secretary of the General Agreement on Tariffs and Trade, and Mr. Wehrer, a member of the High Authority of the European Coal and Steel Community. . .

## Problem of UN Sanctions

*Asked on December 11 whether Canada intended to be guided by a vote in the United Nations General Assembly for the imposition of economic sanctions on South Africa, Prime Minister Diefenbaker replied:*

. . . This Government has taken the stand that sanctions have not been effective at any time. It is all very well to argue that we should indulge in sanctions against South Africa. This is one of the countries with which we have dealt on the friendliest terms throughout the years. Sanctions would have the effect of denying to Canadians business to the extent of perhaps \$40 million or \$50 million a year. As sanctions have been proven to be ineffective in the past, such action will not be taken by this Government.

*A question on the following day concerning the proposal to impose sanctions on Katanga elicited the following answer from the Prime Minister:*

. . . The Government has indicated its support of the United Nations plan for reconciliation in the Congo. The plan provides, among other things, for a new federal constitution, an equitable division of Katanga's mining revenues, an amnesty for political leaders and the unification of all Congolese forces.

. . . The Secretary-General is making new efforts to persuade those concerned to implement the plan, and a number of suggestions have been made to solve the question. This is one matter that is demanding, and properly so, the concentration of the United Nations with a view to finding a settlement in the Congo so that the heavy burden which the Congo operation has placed on the United Nations can be brought to an end.

So far as the particular question is concerned, I think until further discussions have taken place with the Secretary-General and member nations it would be better that I do not go further than I have gone at this time.

*On December 19, in reply to an enquiry as to whether Canada had voted against a UN resolution censuring Portugal for its military operations in Angola, Mr. Green said:*

As I said yesterday, Canada has been and is against the actions taken by Portugal in Angola. However, this resolution was a very extreme one. It contained a provision calling on the Security Council to impose sanctions on Portugal. It



also had an operative clause which threatened Portugal with expulsion from the United Nations, and it had another clause which would prohibit any country from supplying any arms to Portugal for its own defence, even as distinct from any arms that might have been used in Angola.

As I have explained, Canada has not been supplying arms to Portugal for approximately two years. Because of the extreme nature of the resolution, particularly with regard to sanctions and the threatened expulsion from the United Nations, Canada voted against the resolution.

## **Soviet Imperialism**

*The following statement was made on December 14 by Prime Minister Diefenbaker:*

. . . As I have stated on several occasions, my objective has been that the Canadian Government should, through international consultation, secure sufficient international support to focus United Nations attention squarely on the unsatisfactory conditions in the Soviet empire. This Government deeply deplores Soviet Russia's hypocritical position on colonial questions arising in the United Nations, especially in the light of the Soviet Union's own record of subjugation and tyranny over races and nations. Our view is that the provisions of the charter of the Declaration on Human Rights and of the Declaration on Colonial Independence are universal in their application.

I had hoped that the consultations which have been going on throughout the year and also during the current session of the General Assembly would serve to mobilize sufficient support for a resolution in regard to the question of Soviet colonialism. At a time when the concern of a great many members of the United Nations is principally engaged in respect of colonial questions affecting Africa, the moment for the successful presentation of a resolution aimed at the situation in the Soviet empire has not yet come.

Nevertheless there is a growing awareness that a Soviet imperialistic system does exist and that the United Nations cannot ignore it. The forthright condemnation of Soviet imperialism which the Canadian representative made in the General Assembly on November 23 was intended to bring home to all members of the United Nations the essential fact of Soviet domination of subject peoples.

I assure the House that it will not be long before this resolution can be introduced. Every effort is being made to secure the widest possible general support and as soon as we are in a position to be reasonably assured of substantial and, indeed, more than a bare majority support, the resolution which we undertook to introduce will be brought before the Assembly.

## International Co-operation Year

*A question concerning the designation of a Year of International Co-operation was answered as follows on December 19 by Mr. Green:*

. . . The House will be interested to know that the General Assembly of the United Nations, in plenary session this morning, unanimously adopted by a vote of 86 in favour, none against and with no abstentions, a resolution co-sponsored by India, Canada and 18 other member states in pursuance of a proposal first advanced at the United Nations by Prime Minister Nehru for a Year of International Co-operation. The Canadian Delegation played an active part in the drafting and sponsoring of this resolution, and extended its full co-operation to the Delegation of India in seeking to muster the broadest possible support for it. As a matter of fact, by arrangement between the co-sponsors only Canada and India spoke to the resolution this morning.

The resolution requests the President of the General Assembly to nominate a preparatory committee of up to 12 member states to consider the desirability of designating 1965, which is the twentieth year of the United Nations, as International Co-operation Year. It is expected that the preparatory committee will be formed early in the new year to begin co-ordinating plans and projects. It is considered that the designation of a Year of International Co-operation would serve a most useful purpose in stimulating a marked increase in the existing level of international co-operation and in a number of projects in diverse fields jointly undertaken on an international basis.

Canada firmly subscribes to these aims, and it is, therefore, a cause of deep satisfaction that the proposal of the Government of India to which this Government has lent its full support has now been unanimously adopted by the General Assembly of the United Nations.

## APPOINTMENTS, TRANSFERS AND RESIGNATIONS IN THE CANADIAN DIPLOMATIC SERVICE

- Mr. F. G. Hooton, Canadian Commissioner to the International Supervisory Commission for Vietnam, posted to Ottawa. Left Saigon October 20, 1962.
- Mr. D. M. Cornett appointed Canadian High Commissioner in Ghana. Left Ottawa November 14, 1962.
- Mr. R. W. Nadeau posted from the Canadian Embassy, Rio de Janeiro, to Ottawa. Left Rio de Janeiro November 24, 1962.
- Mr. G. B. Summers appointed Canadian Ambassador to Chile. Left Ottawa November 25, 1962.
- Mr. W. P. McLeod posted from the Canadian Embassy, Cairo, to Ottawa. Left Cairo November 29, 1962.
- Mr. J. G. A. Couvrette posted from the Canadian Embassy, Rome, to Ottawa. Left Rome November 30, 1962.
- Mr. J. I. Gow resigned from the Department of External Affairs effective November 30, 1962.
- Mr. D. C. Reece posted from the Office of the High Commissioner for Canada, London, to Ottawa. Left London December 1, 1962.
- Mr. H. B. Singleton posted from the Canadian Delegation to the International Supervisory Commission for Laos to Ottawa. Left Vientiane December 1, 1962.
- Mr. R. P. Bower, Canadian Ambassador to Argentina, appointed Canadian Ambassador to Japan. Left Buenos Aires December 4, 1962.
- Mr. A. S. McGill posted from Ottawa to the Canadian Embassy, Tokyo. Left Ottawa December 7, 1962.
- Mr. J. P. Schioler posted from Ottawa to the Canadian Embassy, Rome. Left Ottawa December 9, 1962.
- Mr. G. G. Buick posted from Ottawa to the Canadian Embassy, Rio de Janeiro. Left Ottawa December 13, 1962.
- Mr. G. Grondin posted from Ottawa to the Canadian Delegation to the International Supervisory Commission for Laos. Left Ottawa December 14, 1962.



## **TREATY INFORMATION**

### **Current Action**

#### **Bilateral**

##### **Sweden**

Agreement between the Government of Canada and the Government of Sweden for co-operation in the peaceful uses of atomic energy.

Signed at Stockholm September 11, 1962.

Instruments of Ratification exchanged at Stockholm

December 6, 1962.

Entered into force December 6, 1962.

##### **United States of America**

Exchange of Notes between Canada and the United States of America concerning a co-operative programme for the establishment and operation of a command and data acquisition station in Canada to serve an operational meteorological satellite system being established by the United States.

Ottawa December 28, 1962.

Entered into force December 28, 1962.

#### **Multilateral**

Convention placing the International Poplar Commission within the framework of the Food and Agriculture Organization.

Done at Rome November 29, 1959.

Canada's Instrument of Acceptance deposited November 28, 1962.

Entered into force for Canada November 28, 1962.

# EXTERNAL AFFAIRS

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## *Contents*

*February 1963*

United Nations General Assembly .....	54
NATO Ministerial Meeting, December 1962 .....	73
Canada-Japan Ministerial Committee .....	76
Relations between Canada and Korea .....	80
Inter-American Economic and Social Council .....	83
Canada at International Fairs .....	86
External Affairs in Parliament.	
Review of World Affairs .....	91
The Nassau Meeting .....	103
Canada's Defence Policy .....	105
Commonwealth-U.S. Air-Defence Mission .....	117
Appointments and Transfers in the Canadian Diplomatic Service .....	118
Treaty Information .....	119

# *United Nations General Assembly*

## SEVENTEENTH SESSION — FINAL REPORT

**A**T MIDNIGHT, December 20, 1962, the seventeenth session of the General Assembly of the United Nations came to a close. During the three months it met in New York, the Assembly took action on 95 items. Several of these decisions should help to ensure the continued advancement of the United Nations as a powerful influence for peace and security.<sup>1</sup> The present article is concerned with those resolutions the Assembly adopted in the last month of its seventeenth session.

### **Appointment of Secretary-General**

One of the most important resolutions adopted by the Assembly during this period was that by which it appointed, by unanimous vote on November 30, U Thant as Secretary-General of the United Nations for a full term of five years commencing from the date of his appointment in an acting capacity (November 3, 1961). In offering the new Secretary-General the congratulations of the Government of Canada, the Vice-Chairman of the Canadian Delegation, Mr. Paul Tremblay, after paying tribute to his integrity, his ability, his courage, his openness and his prudence, remarked:

We are happy also that U Thant is the first representative of a non-European country to assume this very high post. This innovation shows that the United Nations is gradually becoming transformed into a true international organization concerned with the desires and needs of all peoples and geographical areas. We are convinced that, during his term of office and under his wise direction, our organization will become a basic and guiding factor in peaceful relations among states.

### **Financing Peace-keeping Operations**

Again, the Assembly approved by significant majorities two resolutions which laid an essential foundation for the development of effective arrangements for financing the peace-keeping operations of the United Nations. The first of these, adopted on December 19 by 76 votes in favour, with 17 against and 8 abstentions, accepted the opinion requested of the International Court of Justice by the Assembly in its Resolution 1731 (XVI) of December 20, 1961, that the peace-keeping costs of the United Nations operations in the Congo and the Middle East constituted expenses of the organization within the meaning of Article 17, Paragraph 2, of the Charter. The second resolution, adopted on the same day by 78 votes in favour, with 14 against and 4 abstentions, provided for consequential action by reconvening a working group augmented to 21 members to resume the examination begun in 1961 to find an acceptable basis for

<sup>1</sup> A number have been reported on in the issues of "External Affairs" for October and November 1962.



financing the organization's peace-keeping operations. The Canadian Delegation acted as leader of the group of countries which drafted and co-sponsored these resolutions and carried them through to a successful conclusion.

The working group, on which Canada continues to serve, will meet in New York early this year. It will be preparing the ground for a special session of the General Assembly which, according to the terms of the resolution adopted in plenary on December 20, by 77 votes in favour (including Canada), with none against and 21 abstentions, is scheduled to meet before June 30 to consider the financial situation of the United Nations.

### **Disarmament and Banning Nuclear Tests**

The essential disarmament task of the Assembly at its seventeenth session was to refer the matter back to the 18-Nation Committee and urge that body to carry on its work with speed and determination. To this end, the General Assembly adopted on November 21, by a vote of 84 in favour, none against, with one abstention, a resolution on general and complete disarmament. This resolution, which fully reflected Canadian views, reaffirmed the need to reach agreement "at the earliest possible date" on general disarmament with effective controls, called on the 18-Nation Committee on Disarmament to resume negotiations to this end "in a spirit of constructive compromise", and requested the Committee to report periodically to the Assembly and, in any case, not later than the second week in April 1963. In addition, the resolution recommended that urgent attention be given "to various collateral measures intended to decrease tension and to facilitate general and complete disarmament."

Lieutenant-General E. L. M. Burns, the Canadian representative in the First Political and Security Committee, had already suggested on November 9 that three such collateral measures should be given early consideration: the prevention of the wider spread of nuclear weapons; the reduction of the risk of war by accident, miscalculation or failure of communications, and the prevention of the stationing of weapons of mass destruction in outer space.

A related decision of the Assembly, taken this time on the report of the Second (Economic) Committee, had to do with the economic aspects of disarmament. On December 18, the Assembly unanimously adopted a declaration on this subject introduced jointly by the Soviet Union and the United States. By its terms, the Assembly endorsed the conclusions of a report by a team of United Nations experts to the effect that the achievement of general and complete disarmament would be "an unqualified blessing to all mankind", urged member states, "particularly those which are significantly involved in, or affected by, current military programmes", to formulate plans to adjust their economies in the event of disarmament, and invited the governments of developing countries to plan soundly-conceived projects, the implementation of which might be accelerated as resources directed, until now, to other ends might become available following the conclusion of an agreement on complete and general disarmament.

On November 30, the First (Political and Security) Committee adopted by 50 votes, with none against and 26 abstentions, a resolution on the question of convening a conference for the purpose of signing a convention on the prohibition of the use of nuclear and thermonuclear weapons. A report from the Secretary-General on this matter made pursuant to Resolution 1653 (XVI) of November 24, 1961, had already shown that, of all the member states consulted for their views, 60 favoured a conference, 26 either opposed the idea or had strong reservations about it, while three inclined toward awaiting the results of the meeting in Geneva and the 18-Nation Committee on Disarmament. The resolution adopted by the First Committee would accordingly have had the Assembly request the Secretary-General to consult further with member states on the question and to report to the next Assembly on the results of these consultations. The Assembly approved the resolution on December 14 by 33 votes in favour, with none against and 25 abstentions (including Canada).

Canada's abstention on the resolution was consistent with its view that binding and controlled agreements on nuclear disarmament remain to this day the most effective way of dealing with the nuclear threat.

The Assembly also accepted without objection on December 19 the First Committee's recommendation that consideration of a draft resolution tabled in committee by Bolivia, Brazil, Chile and Ecuador and subsequently revised, which in part called on all states to consider and respect the territory of Latin America as a de-nuclearized zone, be postponed to the Assembly's next session.

### **Peaceful Uses of Atomic Energy**

The Assembly was also to give unanimous approval to a resolution calling for a third International Conference on the Peaceful Uses of Atomic Energy. The conference, to be held in Geneva for ten calendar days in the autumn of 1964, will be considerably more limited in size and in costs than those of 1955 and 1958, which made such a significant contribution to the development of knowledge on the application of atomic energy to peaceful purposes.

### **Radiation**

At the seventeenth session, the Assembly considered the second comprehensive report by the United Nations Scientific Committee on the Effects of Atomic Radiation and a progress report prepared by the World Meteorological Organization on the action taken to implement the Assembly's request for a report on the feasibility of establishing a world-wide scheme of monitoring and reporting on levels of radioactivity in the atmosphere. Canada has been a member of UNSCEAR since 1955 and, at the seventeenth session, took the lead in promoting the resolution calling for the WMO study. Accordingly, the Canadian Delegation, at the seventeenth session, continued its efforts to focus international attention on the hazards to health resulting from increased radioactivity. A Canadian resolution, co-sponsored by 42 other members, was submitted to the

Special Political Committee and adopted by an overwhelming majority.

The Assembly in turn approved the resolution by 85 votes (including Canada), with none against and 11 abstentions. The resolution recommends, in effect, that WMO complete its consultations about the reporting scheme with a view to implementing it at the earliest possible date. At the same time, UNSCEAR was urged to intensify its studies of the effects of radiation.

### **Outer Space**

The General Assembly sought to consolidate the modest progress achieved during the year by the United Nations Committee on the Peaceful Uses of Outer Space. A resolution introduced by Canada and the United States in the First Committee on December 3 had called on the Assembly to endorse, as drawn up by the Technical and Scientific Sub-Committee of the United Nations Committee on the Peaceful Uses of Outer Space:

- (a) a scientific and technical programme of international co-operation in outer space to be undertaken by the World Meteorological Organization and the International Telecommunication Union and,
- (b) the principles of a recommendation that the United Nations sponsor the creation and use of sounding-rocket launching facilities in connection with the International "Year of the Quiet Sun".

This draft, which was subsequently modified to take in the view of other interested delegations, received the Assembly's unanimous approval on December 14. As adopted, the resolution, which appeared under the sponsorship of 24 member states including Canada, France, the United Kingdom, the Soviet Union and the United States, endorsed the recommendations of the United Nations Committee for the Peaceful Uses of Outer Space for international scientific and technical co-operation, as had been proposed earlier, and referred to the Committee on the Peaceful Uses of Outer Space for further study and elaboration proposals of a legal character advanced by various delegations during the course of the First Committee's debate on the item. Included in these proposals are the questions of the principles of international law governing the activities of states in the exploration and uses of outer space, of the rescue of astronauts and spaceships making emergency landings, and of liability for space-vehicle accidents.

### **Other Political Decisions**

On December 18, the First Committee recommended by a vote of 65 in favour (including Canada), with 11 against and 26 abstentions, that the Assembly adopt a resolution continuing the work of the United Nations Commission for the Unification and Rehabilitation of Korea (UNCURK) and calling on North Korea to accept the United Nations objective of a unified independent and democratic Korea. Following the adoption of this resolution in committee, the U.S.S.R. decided not to press to a vote the draft resolution on the "withdrawal of foreign



troops from South Korea" which it had tabled in keeping with its item on this same subject. The Assembly was to approve the resolution on Korea on December 19 by 63 votes (including Canada), with 11 against and 26 abstentions.

By a vote of 50 in favour (including Canada), with 13 against and 43 abstentions, the Assembly approved a recommendation of the Special Political Committee that the position of United Nations Representative for Hungary, established by Resolution 1133 (XI) of September 14, 1957, be discontinued. The resolution expressed the Assembly's appreciation to the Representative, Sir Leslie Knox Munro of New Zealand, and noted with concern that the Soviet Union and Hungary had not given him the co-operation necessary for the full discharge of his responsibilities. It accordingly requested the Secretary-General to "take any initiative that he deems helpful in relation to the Hungarian question".

On December 20, the General Assembly extended until June 1965 the mandate of the United Nations Relief and Works Agency for Palestine Refugees (UNRWA). This action was taken under the terms of a resolution adopted earlier by the Special Political Committee and approved by the Assembly by 100 votes in favour (including Canada), with none against and 2 abstentions. Under this resolution, the Assembly also expressed thanks to the Commissioner-General and staff of UNRWA and to the agencies and organizations that had aided the refugees, and drew attention to the "precarious" financial position of UNRWA. It noted with regret that no substantial progress had been made in the programme for reintegration of the refugees by repatriation or resettlement, and that the situation of the refugees remained a matter of serious concern. It also requested the Palestine Conciliation Commission to continue its work.

The resolution on the Palestine refugee question was introduced in the Special Political Committee by the United States and (in committee) amended by Cyprus. In the 18 meetings the Special Political Committee devoted to the consideration of the question, two other draft resolutions were tabled — one by a number of African, European and Latin American states, calling for direct negotiations between Israel and the Arab states, and the other by Afghanistan, Indonesia, Mauritania and Pakistan, proposing the appointment of a United Nations custodian for Arab property in Israel. Both resolutions were withdrawn following adoption by the Committee of the Cypriot amendment noting that no progress had been made in the repatriation or compensation of the refugees.

Within a few hours of the adoption by the Assembly of the resolution, 25 countries met in conference at the call of the United Nations, under the chairmanship of Sir James Plimsoll of Australia, to pledge nearly \$32.4 million for the work of the United Nations Relief and Works Agency for Palestine Refugees. The amount pledged is approximately the same as last year and exceeds 1960 figures by some \$3 million. For its own part, Canada undertook to contribute to the Agency's programmes the sum of \$1 million (Canadian), half of which will be in the form of wheat and flour.

Earlier (December 12), the Assembly rejected in separate votes on various paragraphs a resolution on Oman, approved by the Special Political Committee

by a vote of 41 in favour, with 18 against (including Canada) and 36 abstentions, that would have had the Assembly recognize the right of the people of the territory to self-determination and independence, call for the withdrawal of "foreign forces" from Oman, and invite "the parties concerned" to settle their differences peacefully with a view to the restoration of normal conditions in the area.

The Assembly's action followed an announcement by the representative of Britain that the Sultan of Oman and Muscat was prepared to invite, on a personal basis, a representative of the Secretary-General to visit the territory to obtain first-hand information on the situation there. In making this announcement on behalf of the Sultanate, the British representative emphasized the fact that the Sultan was maintaining his position and that he did not recognize the right of the Assembly to discuss the internal affairs of the Sultanate. The announcement was also made on the understanding that the Assembly would not take any action at this time.

In another decision, on December 12, the Assembly took note of a report from the Special Political Committee that the representatives of Venezuela and Britain, in conversations regarding the question of the boundaries between Venezuela and the territory of British Guiana, had agreed to examine, together with the Government of British Guiana, all documentary material available to all parties relevant to this question. In view of the possibility of direct discussions among the parties concerned, the Committee had asked the Assembly not to proceed further with the debate on this question. It is understood that the United Nations will be informed of the result of the conversations.

### **International Year of Co-operation**

One of the last acts of the Assembly at the seventeenth session was to adopt unanimously a resolution co-sponsored by Canada and India setting up a preparatory committee of up to 12 members to study the desirability of declaring 1965, the twentieth anniversary of the United Nations, a Year of International Co-operation. The Committee will also consider various possibilities for a programme of international co-operation involving member states, the Specialized Agencies and non-governmental organizations. This proposal had originally been advanced by Prime Minister Nehru in 1961, but action had been deferred until the Assembly's seventeenth session. Here again, the Canadian Delegation was instrumental in obtaining modifications to the terms of the original draft resolution, which enabled it to obtain unanimous approval.

### **Economic and Financial Matters**

On the recommendation of the Second Committee, the Assembly approved a number of important resolutions adopted earlier in committee. The most important of these called for the convening of a United Nations conference on trade and development no later than early 1964.

The Assembly's resolution on the subject, which was adopted on December 8

by 91 votes (including Canada), to none against, with one abstention, pays particular attention to the need for developing countries not only to step up their trade in primary commodities but to secure "stable, equitable and remunerative" prices. (In debates in the Second Committee, many representatives referred to the effects of falling primary-commodity prices and noted with concern the emergence of trade "blocs".)

There were serious differences among members about the timing of the trade conference, which tended to divide the major trading nations from the developing countries. Since it was essential to the success of the conference that these groups co-operate, the Canadian Delegation worked strenuously to bring the opposing positions closer together. The compromise on timing was presented in plenary in the form of a Canadian-Peruvian amendment to the resolution, and led to its adoption almost unanimously.

The Canadian hope is that, after careful preparation, the trade conference will succeed in evolving positive proposals for the expansion of trade, particularly for the developing countries. On December 20, Canada was elected a member of the preparatory committee, which will begin its meetings shortly.

As a result of important initiatives taken by Canada at the fifteenth and sixteenth session of the Assembly, the World Food Programme was put into effect on January 1, 1963. It will be operated jointly by the United Nations and the Food and Agriculture Organization, and is designed to meet emergency food shortages and to stimulate development in less-developed countries. During the course of the Second Committee's discussion on the United Nations Decade of Development and related questions, Canada introduced (November 29, 1962) a resolution calling on all countries that had not yet done so to contribute to the programme so that it might fulfill its objectives. The Committee adopted the resolution on December 4 by 59 votes in favour, with none against and 8 abstentions. The Assembly gave unanimous approval on December 18. To date, approximately \$87 million have been pledged by 39 countries to this three-year experimental programme; Canada has pledged \$5 million in cash and commodities.

During the summer of 1962, the representatives of 71 coffee exporting and importing countries and interested organizations attended a United Nations Coffee Conference, which culminated in the approval on September 28 of an international agreement designed to increase the purchasing power of coffee-exporting countries by keeping prices at equitable levels and increasing consumption. Welcoming this development, the Assembly on December 18, by 80 votes in favour, with one against and no abstentions, expressed the hope that all member states of the United Nations and of the Specialized Agencies that trade in coffee would eventually find a way to participate in the Agreement. Already, on November 20, 1962, Senator L. M. Blois, Canada's representative in the Second Committee, had deposited with the Legal Counsel of the United Nations Canada's instrument of ratification of the Agreement.



In addition to the above, the Assembly, reflecting the growing interest of the UN in the problems of developing countries and its continuing efforts to assist these countries in the process of achieving economic independence and better standards of living:

*Recommended* by 78 votes in favour (including Canada), with none against and 2 abstentions, that states members of the United Nations, the Economic and Social Council and other United Nations bodies and Specialized Agencies take into consideration the principles of the Cairo Declaration of Developing Countries adopted at the 1962 Cairo Conference on the Problems of Economic Development;

*Unanimously recommended* to the Economic and Social Council and to the Committee for Industrial Development that the Committee, in its study of the relation between accelerated industrialization and international trade, take into account the urgent need of developing countries for steadily increasing income from exports, their need for imports of capital goods on favourable terms as well as the long-term influence of the industrialization of the developing countries upon the structure, direction and volume of world trade and, to that end, suggested that the Committee for Industrial Development be kept informed of the activities of international bodies concerned with trade;

*By unanimous vote*, requested the Secretary-General (a) to proceed with the policy of decentralization of the United Nations economic and social activities and strengthening of the regional economic commissions, taking into consideration the interests of states which were not members of any of these bodies by taking such steps as might be necessary to ensure that they received the same benefits as they would through membership in the regional commissions and (b) to submit to the Economic and Social Council, at its thirty-sixth session, and to the General Assembly at its eighteenth session, a detailed report on the stage reached in the implementation of this policy, and on the further steps required to achieve these results;

*Without division*, considered it desirable to intensify the work of the Committee for Industrial Development with regard to assistance to the developing countries in training national technical personnel, "so that further concrete measures within the framework of the United Nations system and recommendations for the governments concerned should be elaborated in this field";

*Endorsed* by 85 votes in favour (including Canada), with none against and 12 abstentions, the appeal contained in Economic and Social Council Resolution 921 (XXIV) to the economically-advanced countries to consider, in consultation with the Secretary-General, possibilities of undertaking measures designed to ensure the establishment of a United Nations Capital Development Fund and its employment in the field of capital development;

*Recognized* the needs of the developing countries and their expressed wishes to increase substantially the number of their highly-trained personnel in various fields, and with this view in mind, requested the Secretary-General by 85 votes

in favour (including Canada), with none against and 6 abstentions, to study the desirability of establishing a United Nations Institute or a training programme under the auspices of the United Nations, to be financed by voluntary contributions, public and private;

*By unanimous decision*, recommended to government members of the United Nations and members of the Specialized Agencies that they co-operate closely with the Secretary-General, the Food and Agriculture Organization and the other Specialized Agencies in collecting the data necessary for preparing the fourth report on land-reform programmes, and expressed the hope that the United Nations, its regional commissions and the Specialized Agencies would afford governments all necessary assistance to that end;

*Urged*, by 82 votes in favour (including Canada), with none against and 10 abstentions, the Commission on International Commodity Trade and the Economic and Social Council to accelerate the study of means tending to assure solutions to the long-term trade problems of primary commodity-producing countries, especially measures aimed at the long-term stabilization of prices, with a view to assisting the preparatory committee of the United Nations Conference on Trade and Development (referred to above) in its work and recommended that the Economic and Social Council transmit a report on this matter, together with its comments, to the preparatory committee, in order that it may draw on it without prejudice to its own studies in this field.

In yet another series of resolutions arising out of a report of the Second Committee, the Assembly took action on such diverse subjects as African educational development, the progress and operations of the Special Fund and United Nations Programmes of Technical Co-operation, assistance to Libya, the confirmation of the allocation of funds for the Expanded Programme of Technical Assistance in 1963 and technical assistance to Rwanda and Burundi.

Three of the five resolutions recommended by the Second Committee for adoption under these headings were unanimously approved by the Assembly: that on African educational development, calling on a variety of sources, both governmental and non-governmental, to increase their assistance to African governments with a view to helping them realize their respective educational programmes; that on assistance to Libya, which concluded that the question of assistance to this state no longer required a special agenda item and might be dealt with in the same way as the problems of any other newly-independent countries in Africa (that is, under broader items dealing with the problems of economic and social development); and that confirming the allocation of funds for the Expanded Programme of Technical Assistance for 1963.

The resolution on the progress and operations of the Special Fund and the Expanded Programme of Technical Assistance was approved by a vote of 81 in favour (including Canada), with none against and 10 abstentions. Briefly, the resolution renews the appeal of the United Nations Pledging Conference held in October to states members of the United Nations and/or the Specialized

Agencies to review their contributions to each of these programmes so that the combined Special Fund and Technical Assistance budgets may, in the immediate future, reach their target of \$150 million (total contributions paid and pledged currently stand at \$120 million).

Finally, the resolution on assistance to Rwanda and Burundi was approved by 81 votes in favour (including Canada), with none against and 11 abstentions. By this resolution, the Assembly authorized the Secretary-General to continue during 1963 the programme of technical and economic assistance it had authorized by Resolution 1746 (XVI) of June 27, 1962, on the accession of Rwanda and Burundi to independence. The first stage of the programme for 1963 is estimated to run in the neighbourhood of \$513,600.

The final item of an economic character considered by the Assembly at its seventeenth session had to do with population growth and economic development. The resolution recommended for adoption by the Second Committee would have had the Assembly endorse the view of the Population Commission that the United Nations encourage and assist governments in obtaining data and carrying out essential studies on the demographic aspects of their problems of economic and social development. It was approved by 69 votes in favour, with none against and 27 abstentions (including Canada), after the Assembly had rejected, on the proposal of France, Argentina and the Lebanon, the view (also held by the Population Commission) that the organization should provide technical assistance for national programmes dealing with the problems of population.

The seventeenth session also saw the approval, after a year's delay, of a Declaration on the Right of Peoples and Nations to Permanent Sovereignty over their Natural Wealth and Resources. A draft had originally been prepared by the Commission on Permanent Sovereignty over Natural Resources and submitted to the Assembly in 1961. The text was not considered, however, because of lack of time. The Declaration, as finally approved and embodied in an Assembly resolution of December 14, incorporates a number of amendments introduced by capital exporting and importing countries alike, both in committee and in plenary. It states that the right of peoples and nations to permanent sovereignty over their natural resources must be exercised "in the interest of their national development and the well-being of the people." It also outlines the principles to be followed concerning the import of capital and profits derived from it, and the terms under which a state can nationalize, expropriate and requisition economic enterprises.

It may be regretted that, in the Committee's discussion of the Declaration, the questions of colonialism, neo-colonialism and exploitation should have been allowed to predominate to the extent they did. At least, as a result of a decision taken in plenary on December 14, the Assembly was to request the Secretary-General "to continue the study of the various aspects of permanent sovereignty over natural resources, taking into account the desire of member states to ensure the protection of their sovereign rights while encouraging international co-oper-



ation in the field of economic development, and to report to the Economic and Social Council and to the General Assembly, if possible at its eighteenth session."

The Assembly had earlier approved a decision of the Second Committee to transmit to the Economic and Social Council for appropriate action a resolution on programmes for the provision to developing countries of operational executive and administrative personnel (OPEX).

### **Social and Humanitarian Questions**

In the last three weeks of its session, the Assembly was to adopt no fewer than 13 resolutions on social and humanitarian questions on the report of the Third Committee. Seven of these arose out of the Committee's consideration of Chapters VIII and IX of the report of the Economic and Social Council for the period August 5, 1961, to August 3, 1962 (i.e. covering the Council's resumed thirty-second session and its thirty-third and thirty-fourth sessions). All seven resolutions were approved by the Assembly on December 7.

*Resolution I*, concerning the Committee on Housing, Building and Planning of the Economic and Social Council, called for an enlargement of the membership of the Committee from 18 to 21. The vote in this case showed 81 delegations (including Canada) in favour of the resolution, with none against and 11 abstaining. Canada has been appointed by the Secretary-General to serve on the Committee. Its representative will be Mr. Stewart Bates, President of the Central Mortgage and Housing Corporation.

*Resolution II*, on the work of the United Nations Children's Fund, which was, incidentally, co-sponsored in Committee by the Canadian Delegation, was adopted unanimously. It called the attention of member governments to the opportunities offered by the United Nations Development Decade to promote the welfare of children and youth alike, and recommended that the development of adequate facilities to this end be included by member states in their over-all programme of development.

*Resolution III*, initiated by the Canadian Delegation, was approved by 92 votes in favour (including Canada), with one against and 4 abstentions. It invited governments to take all steps necessary for the early ratification or accession to the Single Convention on Narcotic Drugs of 1961.

*Resolution IV*, the last of the resolutions sponsored by Canada in this group, which was, incidentally, given unanimous approval, called for the commemoration of the fifteenth anniversary of the Universal Declaration of Human Rights, and requested the Secretary-General to appoint a Special Committee to prepare plans for the celebration.

*Resolution V*, which was also given unanimous approval, requested the Economic and Social Council to instruct the Commission on Human Rights to study and encourage the adoption of measures designed to accelerate the further promotion of and encouragement of respect for human rights and fundamental freedoms and to devote special attention to this matter during the United Nations

Development Decade. The resolution also asked the Council to submit to its next session a report and such recommendations as it might deem fit on this question. In its final form, the resolution incorporated several changes usually suggested by Canada and other friendly countries, which contributed greatly to its acceptance by the Assembly as a whole.

*Resolution VI* invited the International Labour Organization, the World Health Organization and the United Nations Children's Fund to strengthen and expand, in co-operation with the United Nations, those of their programmes designed to meet the needs of women in developing countries and to seek new methods to achieve this purpose. The resolution also requested the Secretary-General to study the possibility of providing and developing new resources and assistance through seminars, fellowships and services of experts, to establish such a programme. It was adopted by 100 votes in favour (including Canada), with none against and no abstentions.

*Resolution VII*, which was given unanimous approval, dealt with the question of international assistance to the information media of less-developed countries. It expressed the Assembly's concern at the inadequacy of information facilities among 70 per cent of the world's population, and invited governments to make adequate provision in their economic plans for the development of national information media.

The Assembly then turned to the report of the Third Committee on "Manifestations of Racial Prejudice and National and Religious Intolerance". The first of the three resolutions contained in the report, called for "sustained efforts" by the governments of all states, the Specialized Agencies and non-governmental and private organizations to educate public opinion on the eradication of racial prejudice and national and religious intolerance and the elimination of all undesirable influences in these matters. The resolution also called on the governments of all states to take all necessary steps to rescind discriminatory laws and to discourage actively the creation, propagation and dissemination of such prejudices, and requested the Secretary-General to submit to the Assembly at its eighteenth session a report on compliance with the resolution. The other two resolutions recommended for adoption under this item called for the drawing-up of separate draft declarations and conventions on the elimination of all forms of racial discrimination and on the elimination of all forms of religious intolerance. All three resolutions were adopted unanimously.

Yet another resolution approved by the Assembly on December 7 dealt with the question of advisory services in the field of human rights. In this case, the Assembly had before it a report of the Fifth Committee on the financial implications of the proposal, as well as the report of the Third Committee. The resolution in question, which recommended that the number of fellowships in the field of human rights be at least doubled, was adopted by a vote of 80 in favour (including Canada), with none against and 21 abstentions. The two last resolutions on social and humanitarian questions dealt with by the Assembly on

December 7 arose out of the Third Committee's report on the work of the United Nations' High Commissioner for Refugees. The first resolution would have had the General Assembly decide to continue the Office of the High Commissioner for a further five years beginning January 1, 1964. Canada, as a main supporter of the High Commissioner, initiated the resolution in committee on November 19. Eventually co-sponsored by 27 countries, it was recommended to the Assembly for adoption by 91 votes in favour (including Canada), with none against and one abstention. The Assembly approved the Committee's recommendation by 99 votes in favour, with none against and one abstention. A pledging conference held on November 27 brought forth promises of \$2 million financial assistance for the programmes of the Office of the High Commissioner for Refugees for 1963. Canada pledged \$290,000 (Canadian). This amount is subject to Parliamentary approval.

In its second resolution, the Third Committee, dealing this time with the problem of Chinese refugees in Hong Kong, reaffirmed its concern over the situation of these unfortunate people and requested the United Nations High Commissioner for Refugees "to continue his good offices, in agreement with the governments of the countries concerned, to provide assistance to the Chinese refugees in Hong King." The resolution also included an appeal to the member states of the United Nations and members of the Specialized Agencies, as well as to interested non-governmental organizations, to increase their contributions and continue to give all possible aid to these refugees. The Assembly approved the resolution on roll-call by 58 votes in favour, with 22 against and 26 abstentions. Canada voted in favour of the resolution.

The last of the resolutions recommended by the Third Committee to the Assembly for adoption (seven in all) were considered in plenary on December 19. The first would have had the Assembly take up at its eighteenth session the completion of a draft declaration on the right of asylum. Under the second resolution, the Assembly would have decided to give priority at its eighteenth session to the consideration of both a draft convention and a draft declaration on the freedom of information. The third resolution recommended by the Third Committee called on the Assembly to urge all states parties to the conventions of 1926 and 1956 on slavery to co-operate fully in carrying out their terms and, in particular, to furnish the Secretary-General with certain relevant information. Already a party to the 1926 convention, Canada has since ratified that of 1956 and deposited the instrument of ratification with the Secretary-General on January 10. The fourth resolution asked the Assembly to give priority at its eighteenth session to the consideration of measures designed to promote among young people the ideals of peace, mutual respect and understanding among nations.

All four resolutions were given unanimous approval. The next three resolutions arose out of the Third Committee's consideration of the draft international covenants on human rights. The first, which dealt with the circulation of proposals concerning the rights of the child and their consideration at the eighteenth



session, was adopted by 95 votes in favour (including Canada), with none against and no abstentions. The second, calling for an explanatory paper by the Secretary-General on the draft covenants on human rights and its consideration by the Assembly at its eighteenth session, was adopted by 99 votes in favour, with none against and no abstentions. The third resolution requested the Assembly to give priority consideration to the draft international covenants on human rights at this eighteenth session. It was adopted unanimously.

### **Colonialism**

The Assembly began in plenary on November 9 the consideration of the report of the Special Committee of Seventeen appointed to look into the implementation of the 1960 declaration regarding the granting of independence to colonial countries and peoples. Following a lengthy debate, the Assembly, on December 17, endorsed, by a vote of 101 in favour, with none against and 4 abstentions, the work of the Committee, continued its mandate and asked the President of the Assembly to name seven additional members, bringing the total membership to 24. At the moment of writing, these new members have not yet been named. By the same resolution the Assembly also requested the Committee to inform the Security Council of any developments in non-self-governing territories which might threaten international peace and security. The resolution is silent on the question of fixing a time-limit for the attainment of independence by all non-self-governing territories, attempts to do so having been defeated on separate vote.

The Assembly was, incidentally, to adopt four resolutions on the territories considered by the Committee of Seventeen in its report. Thus, by a vote of 84 in favour (including Canada), with none against and four abstentions, the Assembly, on December 17, called on the people of Zanzibar to achieve national unity and on Britain, as the administering authority, to bring the territory to independence as soon as possible. Concerning Kenya, the Assembly, by a vote of 84 in favour (including Canada), with none against and 4 abstentions, requested Britain, as the administering authority, to promote harmony and unity among the people and to ensure the territory's independence at the earliest possible date. The resolution on Basutoland, Bechuanaland and Swaziland proved more controversial, the Assembly in this case inviting Britain, as administering authority, to suspend the present constitution, to convene immediately a constitutional conference to set a date for independence, and to hold elections without delay on the basis of universal adult suffrage, and a declaration that any attempt to annex the territories would be regarded as an act of aggression. The resolution, which was adopted on December 18, showed 42 delegations in favour, 2 against and 12 (including Canada) abstaining. South Africa, as the country at which the declaration was directed, did not participate in the voting.

As regards Nyasaland, the Assembly, by 54 votes in favour (including Canada), with none against and 6 abstentions, expressed the hope that the recent London constitutional agreement would lead to the territory's independence without delay. This resolution was also adopted on December 18.

South West Africa and the Portuguese territories, in particular Angola, were also to be the object of special attention on the part of the Assembly. In this case, however, the Assembly's decisions were to be based on the reports and recommendations of the Special Committee on South West Africa, of the Special Committee on Territories under Portuguese Administration and the Sub-Committee on the Situation in Angola, as well as on the conclusions of the Committee of Seventeen.

On South West Africa, the Assembly, after condemning the continued refusal of the Government of South Africa to co-operate with the organization in the implementation of past Assembly resolutions on the territory, recommended, on December 14, by 98 votes in favour (including Canada), with none against and 1 abstention, the establishment of an effective United Nations presence in the territory. Without objection, the Assembly also decided on the same day (December 14) to dissolve the Special Committee for South West Africa, which it had established by Resolution 1702 (XVI) of December 19, 1961, and endorsed the tasks then assigned to it to the Committee of Seventeen.

With regard to the Portuguese territories, the Assembly, by 82 votes in favour, with 7 against and 13 abstentions, condemned Portugal's refusal to comply with Chapter XI of the Charter, reaffirmed the right of the peoples concerned to independence, requested member states to prevent the sale and supply of arms and military equipment to Portugal which would enable it to continue its repression of the peoples of the territories, and requested the Security Council, "in case the Portuguese Government should refuse to comply" with the present and former resolutions in the matter, "to take all appropriate measures to secure the compliance of Portugal with its obligations as a member state". Canada abstained on the resolution. While agreeing with the general purpose of the resolution, which again urged Portugal to recognize the right of self-determination, Canada and the other members of NATO could not accept language which implied that Portugal's allies were supplying arms being used to repress the native populations. Nor could they accept an embargo on the shipment of all arms to Portugal, including those needed for its national defence.

The resolution on Angola was adopted on December 18 by 57 votes in favour, with 14 against and 18 abstentions. Harshly worded and extremely critical of Portugal's policies, it condemned "the colonial war pursued by Portugal against the people of Angola", requested member states to end the supply of arms to Portugal which could be used for suppression of the people of Angola, threatened Portugal with expulsion from the United Nations and called on the Security Council to take appropriate measures, including sanctions, to bring about Portugal's compliance with existing Assembly resolutions on Angola. Canada and the majority of NATO countries voted against this resolution. Yet another resolution related to the report of the Committee of Seventeen and dealing this time with Angola and Mozambique was withdrawn by its sponsor, the United States, after the representative of Morocco had declared that the

draft was unacceptable to a group of African and Asian delegations. The draft in question would have had the President of the Assembly appoint two United Nations representatives to gather information on political, economic and social conditions in the territories. The representative of Portugal had earlier stated that the draft as it stood would be acceptable to his Government.

In a series of other decisions on colonial questions, the Assembly, on the recommendation of the Fourth Committee, took note by 97 votes in favour (including Canada), with none against and 3 abstentions, of the report of the Committee on Information for Non-Self-Governing Territories for 1962, while indicating, however, that the information transmitted by administering members on political and constitutional developments in compliance with the terms of Resolution 1700 (XVI) of December 19, 1961, had so far not been detailed enough to allow the Committee on Information and the General Assembly to evaluate these developments to their fullest extent; voted in favour of the continuation of the Committee on Information under its present terms of reference, the vote, in this case, showing 96 delegations in favour (including Canada), none against and 5 abstaining; adopted without objection a resolution condemning the policy and practices of racial discrimination in non-self-governing territories; accepted, by 89 votes in favour (including Canada), with none against and 10 abstentions, the report of the Trusteeship Council covering the period July 20, 1961, to July 20, 1962.

The last-mentioned report included an account of the Trusteeship Council's annual review of conditions in two of the three remaining trust territories, Nauru and New Guinea, both under Australian administration. With regard to Nauru, the Trusteeship Council recorded the "sympathetic concern" it felt for the people of this small Pacific island in their search for a new home (phosphate diggings carried out over the last 50 years have all but obliterated the island), and "noted with interest the proposals made to the Australian Government by the people of Nauru, suggesting the creation of a Nauruan nation related to Australia by a treaty of friendship". Concerning New Guinea, the Council endorsed the visiting mission's view that "the time has now come to create a truly representative Parliament" in Papua and New Guinea, and that a target date for achieving that should be set no later than December 31, 1963.

During the course of the Assembly's debate on the report of the Committee of Seventeen, the Parliamentary Secretary to the Canadian Secretary of State for External Affairs, Mr. Heath Macquarrie, was to make an important statement defining the Canadian position with respect to colonial issues. Mr. Macquarrie, who spoke in plenary on November 23, 1962, listed the following as Canada's guide in the consideration of these matters:

- (a) respect for fundamental human rights and freedoms;
- (b) promotion of evolution from colonial rule to full self-government and independence for all dependent peoples who so desire at a rate of development governed by practical considerations of internal stability;



- (c) world-wide application of the principles of the United Nations' Declaration on Colonialism;
- (d) the relating of the approach to specific colonial problems to local conditions with different methods applied to fit the circumstances of each case;
- (e) the obligation on the United Nations to take account of the responsibilities of the administering authorities, as well as of the aspirations of the inhabitants of colonial area concerned.

World-wide application of the principles of the United Nations Declaration of Colonialism clearly meant that the UN, "at a time when one of the highest aspirations of mankind is the peaceful and orderly evolution to viable independence for all dependent peoples", could not simply close its eyes to the highly disturbing and deplorable situation in which some 96 million people found themselves as a result of successive Soviet imperialist encroachments. United Nations attention should, therefore, be brought to bear on conditions within the Soviet empire, and more particularly on the denial of human rights and fundamental freedoms. These conditions should be placed in the context of all Assembly discussions about these rights and freedoms and about the status of dependent peoples everywhere. "Our aim", said Mr. Macquarrie, "is to provide perspective for the strident demands which the U.S.S.R. makes on behalf of others for rights and benefits denied to subject peoples of the Soviet empire."

### **Administrative and Budgetary Questions**

Apart from its momentous decision with regard to the financing of the peace-keeping operations of the organization, the Assembly approved a number of important resolutions on administrative and budgetary matters recommended to it by the Fifth Committee. One of these continues the UN pattern of conferences established in Resolution 1202 (XII) of December 13, 1957, for a further period of one year until December 1963. In addition, this resolution (which was approved without objection on December 19), also allows the Economic Commissions for Asia and the Far East (ECAFE), for Latin America (ECLA) and for Africa (ECA) to hold regular sessions away from their headquarters, provided the Economic and Social Council so agrees. Finally, the resolution authorizes the International Law Commission to hold its annual session in Geneva.

The Assembly, dealing with personnel matters, recommended on December 19, by 76 votes in favour, with 11 against and 2 abstentions, that the Secretary-General be guided by certain specified principles and factors in his efforts to achieve a more equitable distribution of the Secretariat staff. Thus, due regard should be paid in recruiting all staff to securing as wide a geographical distribution as possible. In the Secretariat proper, an equitable geographical distribution should take into account the fact of membership, the member states, their contribution and population. Worthy of consideration also are the relative importance of posts at different levels, the need for a more balanced regional

composition of the staff at the higher salary levels, and, so far as career appointments are concerned, the need to reduce "under-representation". The resolution also requested the Secretary-General to review periodically the geographical distribution of the staffs of the Technical Assistance Board, of the Special Fund and of the United Nations Children Fund, and to report to the General Assembly next year on the progress achieved in the geographical distribution of the Secretariat staff. In effect, the resolution, while anxious to meet the injunction of the sixteenth session on the matter, leaves the Secretary-General sufficient latitude to perform his responsibilities in this field without binding him to a rigid formula. While the atmosphere in Committee was clouded to some extent by several Soviet-bloc attempts to introduce elements of a restrictive character in the proposal, which was itself the result of a compromise, the resolution nevertheless managed to pass the Committee stage by a vote of 84 in favour, with 10 against and 2 abstentions. Canada voted in favour of the resolution in committee and in plenary.

Other decisions taken by the Assembly on December 20, on the recommendation of the Fifth Committee, included:

*Approval* by 88 votes in favour (including Canada), with 11 against and 2 abstentions, of a resolution which placed at \$93,911,050 the appropriations for the United Nations and the International Court of Justice for 1963 and at \$15,247,500 the estimates of income other than assessments on member states by 91 votes in favour (including Canada), with 11 against and 2 abstentions, of a schedule for the financing of appropriations for 1963;

*Authorizing* by 93 votes in favour (including Canada), with 11 against and 1 abstention, the Secretary-General, with the prior concurrence of the Advisory Committee on Administrative and Budgetary Questions and subject to the Financial Regulations of the United Nations, to enter into certain commitments to meet unforeseen and extraordinary expenses during 1963;

*Authorizing*, by 91 votes (including Canada), with 11 against and 3 abstentions, of a resolution raising the working capital fund from \$25 million to \$40 million for the year ending December 31, 1963, and requesting the Secretary-General to examine means to secure the liquidation of arrears and early payment of current contributions and to report on the results to the eighteenth session;

*Adoption* without objection of a resolution increasing the financial appropriations for the year 1962 by \$3,673,480.

The Assembly also took note, without objection, of the observations of the Advisory Committee on Administrative and Budgetary Questions on the report of the Fifth Committee on the construction of the United Nations building in Santiago, Chile, to the effect that, in spite of the fact that costs were proving higher than estimated, it might be advisable to continue with the construction on the basis of the original plan, subject to appropriate precautions, and to review the situation at the eighteenth session of the General Assembly. Included in the

observations was the suggestion that the Assembly might call for the minimum possible co-operation in the voluntary contribution programme which had been initiated.

### **Legal Questions**

Of the various items considered by the Sixth Committee, the most important dealt with the principles of international law concerning friendly relations and co-operation among states. Well in advance of the seventeenth session, Canada took steps, in consultation with several other governments, to develop proposals for enabling the United Nations to make a greater contribution to legal thought and to the progressive development of international law. Accordingly, Canada took the lead in the debate during the session by introducing, with co-sponsors, a resolution calling for an affirmation of the rule of law and of the United Nations Charter as the fundamental statement of principles underlying friendly relations. It also called for a study of two areas of law which require clarification and development — the principle of respect for the territorial integrity and political independence of states and the obligation to settle disputes by peaceful means. Two other resolutions were introduced, one by Czechoslovakia and the other by Yugoslavia, calling for a declaration of principles which should govern friendly relations. After protracted negotiations, a compromise resolution was evolved which was adopted unanimously by the General Assembly. The hope is that, as a result, the Sixth Committee will be able to play a more constructive and active role in the future development and codification of international law.

Other resolutions approved by the Assembly on the recommendation of the Sixth Committee included one urging member states to undertake training programmes in international law and requesting the Secretary-General to study ways to help them to do so. This resolution also referred to the possibility of proclaiming a United Nations Decade of International Law. Another, on consular relations, provided for steps to be taken in Vienna next March preparatory to the holding of the International Conference of Plenipotentiaries on this matter. A third resolution invited the Secretary-General to undertake the publication of a United Nations Juridical Yearbook in the three working languages of the United Nations, the first volume (dealing with the year 1963) to be published in 1964.

All these resolutions received the Assembly's unanimous approval.



# *NATO Ministerial Meeting, December 1962*

The annual NATO meeting in Paris took place from December 13 to 15 and was attended by foreign and defence ministers of the member countries. The Canadian delegation was led by Mr. Howard Green, the Secretary of State for External Affairs, and Mr. Douglas S. Harkness, the Minister of National Defence.

This year's meeting, taking place as it did shortly after the Cuban crisis, reflected an awareness that the diplomatic position of the Alliance had been improved and that the Western allies had been drawn more closely together in their appreciation of the value of the North Atlantic Treaty Organization. The proceedings of the meeting were summarized in a communique the text of which follows:

## **Final Communiqué**

The regular ministerial session of the NAC was held in Paris from December 13 to 15.

Ministers reviewed the international situation. They noted that the Alliance is sound and vigorous, and that the dynamism of free societies continues to demonstrate its advantages in promoting world progress and well being.

Recent attempts by the U.S.S.R. to tilt the balance of force against the West by secretly stationing nuclear missiles in Cuba brought the world to the verge of war. The peril was averted by the firmness and restraint of the U.S.A. supported by the Alliance and other free nations.

Ministers also discussed the grave implications of the recent Communist actions in Asia.

The aim of the Atlantic Alliance remains what it has always been — peace, freedom, and security based on the rule of law. However, the Alliance is determined to respond appropriately to any hostile action affecting the security and freedom of countries of the Alliance subjected to threats and pressure. Regarding Berlin, the Council recalled and reaffirmed its determination, as expressed in its declaration of December 16, 1958, to defend and maintain the freedom of West Berlin and its people.

## **Vigilant Unity**

In the light of their discussions, ministers concluded that constant vigilance and unity of purpose in a spirit of interdependence, as well as readiness to examine any reasonable possibility of reducing international tension, must continue to guide the policies of the Alliance. It is a prerequisite of any progress towards equitable settlement of outstanding international issues that the Alliance should maintain its defensive strength.

Ministers emphasized the value of close political consultation in regard to the constructive tasks of the Alliance, as well as in preparing to deal effectively with contingencies which may arise. They agreed that this consultation should be intensified.

### **Disarmament Effort**

Council reaffirmed that general and complete disarmament, under effective international control, continued to be a question of major concern. It emphasized the importance of reaching an agreement which would, step by step, bring peace and security to the world. It expressed the hope that the Soviet attitude, which has so far frustrated concrete agreement on any of the key questions at issue, would change.

Ministers took careful stock of the threats which face the Alliance and resources available for defence against them as established in the course of the 1962 triennial review. They agreed that it was necessary to increase the effectiveness of conventional forces. They further agreed that adequate and balanced forces, both nuclear and conventional, were necessary to provide the Alliance with the widest possible range of response to whatever threat may be directed against its security. They recognized that a sustained effort will be required to provide and improve these forces. Ministers invited the Permanent Council to review procedures in order to secure a closer alignment between NATO military requirements and national force plans, as well as an equitable sharing of the common defence burden.

### **Nuclear Discussion**

The Council also reviewed work done over the past six months in the exchange of technical information on nuclear weapons and the study of various suggestions for the further development and co-ordination of NATO nuclear capabilities. They decided to pursue and intensify exchanges in this field to facilitate the continuing review of NATO defence policy.

Ministers also noted, in accordance with the resolution taken during the Athens meeting, that, in a spirit of solidarity and interdependence, measures had been decided on to assist Greece in solving the special defence problems with which she is at present confronted.

At their separate meeting on December 15, defence ministers reviewed the report of the high-level group established to seek means of obtaining improved co-operation among member nations in research, development and production of military equipment. In approving this report, ministers reaffirmed their will to co-operate and their intention to translate it into positive action at all levels.

### **Economic Expansion**

Ministers noted that the free world had continued to advance towards an ever greater degree of prosperity. Only on basis of continuing economic expansion can

the Alliance foster the well-being of its peoples and provide a sound basis for a defence effort equitably shared among the allies and commensurate with their economic potential. Furthermore, economic expansion in the West, by facilitating the provision of increased aid and stimulating world trade, is essential to steady economic progress and a rising standard of living in the developing countries.

Ministers emphasized their determination to intensify measures to sustain the efforts of those countries of the Alliance that, while making an important contribution to the common defence, at the same time are faced with the urgent problem of speeding up their economic development.

Ministers examined a report on national and international civil-emergency plans, which are an essential complement to the defence effort.

The next ministerial meeting of the NAC will be held, on the invitation of the Canadian Government, in Ottawa, May 21-23, 1963.



# Canada-Japan Ministerial Committee

FIRST MEETING, TOKYO, 1963

THE FIRST meeting of the Canada-Japan Ministerial Committee was held in Tokyo on January 11 and 12, 1963. The Japanese Government was represented by five cabinet ministers, headed by the Foreign Minister, Mr. Masayoshi Ohira. The Canadian delegation consisted of Mr. Donald M. Fleming, Minister of Justice, Mr. J. Angus MacLean, Minister of Fisheries, and three deputy ministers. The Japanese Ambassador to Canada, Mr. Nobuhiko Ushiba, and the Canadian Ambassador to Japan, Mr. W. F. Bull, also participated in the discussions. A joint communiqué was issued at the conclusion of the meeting, the text of which is given at the end of this article.

The Canada-Japan Ministerial Committee was established by Prime Minister Diefenbaker and Prime Minister Ikeda during their meeting in Ottawa on June 26, 1961. The communiqué issued after the Prime Ministers' discussion referred to the establishment of the Committee in the following terms:



*Japanese Foreign Minister Ohira, head of the Japanese delegation, addresses his opening remarks to Mr. Donald M. Fleming, Minister of Justice, head of the Canadian delegation, at the opening of the first meeting of the Canada-Japan Ministerial Committee, Tokyo.*

The two Prime Ministers agreed that, in view of the increasing importance of Canadian-Japanese relations, there should be established a Canadian-Japanese Ministerial Committee, which would not be a negotiating body but would provide a valuable means of contact between ministers of the two countries. The activities of the Committee would consist primarily of visits of ministers to each other's country from time to time to exchange views on matters of common interest, particularly in the economic field, and to familiarize themselves with the problems of the other country.

In his formal opening statement Foreign Minister Ohira referred to the fact that "Japan and Canada, both as neighbours across the Pacific and as members of the free world, have grown in intimate friendship in recent years", and he expressed the hope that "this ministerial meeting will help to bring our two nations into closer relationship and bear rich fruits of friendship".

In his reply Mr. Fleming referred to the "very high importance" the Canadian Government attached to the establishment of the joint committee of the two governments. Speaking of the friendly relations which had developed between Canada and Japan, Mr. Fleming said:

The broad waters of the Pacific Ocean have narrowed in recent years and we have become increasingly aware that Canadians and Japanese are close neighbours. Japan is in the forefront of those nations that cherish the ideals of freedom and democracy. We Canadians have observed with gratification the increasingly effective role played by Japan in international affairs. We have watched with admiration the extraordinary economic progress of your country.

Mr. Fleming noted that the "broad and comprehensive" agenda before the Committee was not indicative of the existence of problems between the two countries but attested rather "to the extent of our common interest and attitudes". He pointed out that both Canada and Japan had "enormous interests" in world trade and that the bilateral trade between Canada and Japan was of large and growing proportions:

Canada values Japan as a principal customer for our wheat and industrial raw materials. We welcomed the expansion of trade between the two countries which has followed our Trade Agreement of 1954.

Mr. Fleming concluded his formal opening statement by expressing his "firm conviction that this first meeting of the Canada-Japan Ministerial Committee will pave the way for even greater co-operation and understanding between our two countries".

During the course of their meetings, the Canadian and Japanese ministers had a full, frank and very friendly exchange of views on a number of subjects, including recent developments in international trade and economics, bilateral trade between Canada and Japan and questions concerning fisheries on the North Pacific Ocean.

### **Final Communiqué**

The first meeting of the Canada-Japan Ministerial Committee was held at the Ministry of Foreign Affairs, Tokyo, on January 11 and 12, 1963.

Canada was represented at the meeting by Honourable Donald M. Fleming,



Minister of Justice and Attorney General, Honourable J. Angus MacLean, Minister of Fisheries, Mr. David Sim, Deputy Minister of National Revenue, Mr. N. A. Robertson, Under-Secretary of State for External Affairs, Mr. J. A. Roberts, Deputy Minister of Trade and Commerce, and Mr. W. F. Bull, Canadian Ambassador to Japan.

Japan was represented by Honourable Masayoshi Ohira, Minister for Foreign Affairs, Honourable Kakuei Tanaka, Minister of Finance, Honourable Seishi Shigemasa, Minister for Agriculture and Forestry, Honourable Hajime Fukuda, Minister for International Trade and Industry, Honourable Kiichi Miyazawa, Minister of State and Director-General of Economic Planning Agency, and Mr. Nobihiko Ushiba, Japanese Ambassador to Canada.

The Committee discussed the whole range of the trade and economic relations between Canada and Japan as well as their trade and economic relations with the rest of the world.

The Canadian ministers outlined the growth which has taken place in the Canadian economy. They explained that the rapidly-growing labour force in Canada must largely find employment opportunities in secondary industry. The Japanese ministers reviewed the significant achievements in the development of the Japanese economy and stressed the importance to Japan of expanded foreign trade. The Committee examined the balance-of-payments problems of both countries and noted the progress that was being made towards their solution.

There was an exchange of views about the trade relations between the two countries. The ministers of the two countries reviewed the growth of trade between Canada and Japan. The Committee agreed that there existed good opportunities for further expansion of trade between Canada and Japan. In the course of the discussion, the annual consultations for Japan's export restraints were reviewed at some length. The Committee agreed on the desirability of concluding the consultations as quickly as possible.

The Committee did not enter into the details of the current consultations for 1963, but it had a full exchange of views on the fundamental principles governing such consultations. The Committee believed that such frank exchange of views would make a significant contribution to increased understanding between the two countries of their mutual trade relations.

The Japanese ministers re-affirmed the principle of orderly marketing of Japanese exports to Canada of products competitive with Canadian production in order to avoid injury to Canadian industries. At the same time they emphasized the Japanese desire to see gradual expansion of exports of commodities subject to voluntary restriction and removal of such restraints as soon as the Canadian situation permits.

The Committee reviewed recent progress made in the liberalization of imports into Japan. The Canadian ministers asked that as further progress became possible Japan should keep in mind Canada's interest in certain products. The Canadian ministers urged that quantitative restrictions should not be replaced by tariff increases or other restrictive devices.



The Committee took note of the assurances of the Canadian Government that the Canadian temporary import surcharges would be eliminated as quickly as Canada's balance-of-payments position permits.

The Committee examined recent developments in international economic relations. The Committee took special note of the joint initiative taken by the Prime Minister of Canada and the President of the United States in calling for a meeting of ministers to set in train a broad programme for the liberalization and expansion of trade. The Committee welcomed the fact that this meeting would take place under the auspices of GATT in the early part of 1963. The Committee stressed the importance of achieving the broadest participation in the tariff negotiations which would follow the meeting of ministers and emphasized that such negotiations must be based upon the unconditional most-favoured-nation principle. The Committee recognized the need to make progress in all sectors of trade.

The ministers reviewed the efforts being made by Canada and Japan to assist economic progress in the developing countries and noted that both countries were co-operating in this field in various international bodies. They recognized that the economic progress of the developing countries required not only financial assistance but also expanding export opportunities for their products. The Committee noted that this would be a major objective of the forthcoming UN conference on trade and development. They agreed that Canada and Japan should work closely together in the preparatory Committee in order to ensure the achievement of meaningful and constructive results.

The Canadian delegation expressed the strong support of the Canadian Government for increased participation by Japan in the Organization for Economic Co-operation and Development (OECD) and full Japanese membership therein.

The Committee discussed a number of fisheries matters. There was an exchange of information and views on the present conditions of the respective domestic fishing industries as well as on the international aspect of fisheries. The importance of fisheries for the economies of the two countries and the significance of international co-operation for the sound promotion of fisheries were emphasized.

It was agreed that negotiations be initiated between the two Governments for the conclusion of an agreement for the avoidance of double taxation in view of the need for further strengthening of economic relations between the two countries.

The ministers of the two countries were unanimously agreed that the Canada-Japan Ministerial Committee which was established by Prime Minister Ikeda and Prime Minister Diefenbaker in June 1961 was of great value for the development of better mutual understanding between the two countries. Accordingly this highly successful first meeting was of historic importance.

The Committee accepted the invitation of the Canadian Government to hold its next meeting in Ottawa.

## *Relations between Canada and Korea*

ON JANUARY 14, 1963, the Secretary of State for External Affairs, Mr. Howard Green, announced that Canada had agreed to establish formal diplomatic relations with the Republic of Korea (South Korea). The first Korean Ambassador to Canada, His Excellency Soo Young Lee, presented his Letter of Credence to the Governor General on January 22. Mr. Lee is concurrently Korean Permanent Observer at the headquarters of the United Nations.

The establishment of diplomatic relations with the Republic of Korea represents a formal culmination of increasing contacts between Canada and Korea, which began with Canadian missionary activity some 80 years ago and included the participation of Canadian armed forces in the United Nations resistance to aggression during the Korean War.

### **Korea, Ancient and Modern**

Korea's recorded history spans a period of more than 2,000 years. At the beginning of the Christian era, the Korean peninsula was already the home of a distinct people with a language of its own. For more than 1,200 years, from the seventh century to the twentieth, Korea was politically united and substantially independent under successive native dynasties. The only important breaks in this long record of independent national existence were the Mongol overlordship of Genghis Khan and Kublai Khan in the thirteenth century and the Japanese annexation from 1910 to 1945. Yet Korea's long history has included, with periods of high civilization, many invasions and much domestic strife; and within the past century three major wars — in 1894, 1904-5 and 1950-53 — have centred on Korea, attesting its political and military importance in North-east Asia.

Today, as a result of developments immediately following the Second World War, Korea is a divided country. About three-quarters of its nearly 35 million people live in the Republic of Korea, which Canada officially recognized in 1949 as an independent sovereign state; about a quarter live in North Korea. The Republic of Korea fully supports the objectives of the United Nations in Korea, annually reaffirmed by the General Assembly — to bring about, by peaceful means, the establishment of a unified, independent and democratic Korea under a representative form of government, and to restore international peace and security in the area.

### **Early Canadian Contacts with Korea**

The earliest contact between Canada and Korea came about through the activities of Canadian missionaries who, as early as 1880, were beginning to make important contributions, with Christian missionaries from other countries, to the religious, social and educational life of the Korean people. Indeed, by 1940, the

Canadian missionary community was the second largest in Korea. The fact that South Korea today contains a proportionately larger Christian population than any other country in Asia except the Philippines is due, in no small measure, to the activity of these early Canadian missionaries. Since the division of the Korean peninsula after the Second World War, Canadian missionaries have been denied the opportunity to continue their work in the northern part of Korea, but many Canadians are still active in the southern part as missionaries, nurses and teachers.

### **Canada and UN Activity in Korea**

Canada's political interest in Korea did not develop significantly until the question of the reunification of the country was taken up by the United Nations. In the autumn of 1947, Canada was nominated by the General Assembly to serve on a nine-nation United Nations Temporary Commission on Korea (UNTCK), which was charged with observing elections for a national assembly and the formation thereafter of a national government. A Canadian representative, the late Dr. George Patterson, attended the first meeting of the UNTCK in Seoul on January 12, 1948, and served on sub-committees of the commission concerned with the observation of elections on May 10, 1948, which subsequently led to the formation of the first government of the Republic of Korea. Canada's role in this United Nations activity came to an end on December 12, 1948, when a new body, the United Nations Commission on Korea (UNCOK), of which Canada was not a member, took over the functions and responsibilities of the UNTCK. This was the first occasion on which Canada undertook any such mediatory responsibility in Asia.

### **Korean War**

During the war that broke out in Korea on June 25, 1950, Canada played a significant and important role in the United Nations effort to defend South Korea against aggression. Canada's military contribution to the United Nations forces in Korea ranked as the fourth largest contribution to the common cause and consisted in total of three destroyers, an army brigade and an air-transport squadron. A total of 22,000 Canadian troops was sent to the Far Eastern theatre during the Korean hostilities, and a further 7,000 served there after the cease fire; 1,557 became battle casualties, of which 312 were fatal. The bodies of 378 Canadian servicemen who were killed in action in Korea or who died there from other causes now rest in a beautifully preserved United Nations Cemetery near the Korean city of Pusan. A Memorial Book of Names of all Canadian servicemen who lost their lives because of involvement in the Korean conflict has been placed in the Peace Tower of the Parliament Buildings in Ottawa and was dedicated by the Governor General on November 12, 1962.

Canada was also active in the diplomatic negotiations at the United Nations and elsewhere during and after the Korean War and in the provision of relief



to the suffering Korean people. It contributed over \$7 million to the United Nations Korean Reconstruction Agency (UNKRA), an amount that represented the third-largest contribution. Private organizations, such as the Unitarian Service Committee of Canada, also made, and are continuing to make, important and substantial contributions to Korea.

Canada was represented at the Geneva conference of 1954 that attempted, unsuccessfully, to bring about an adequate final solution to the Korean problem. It has consistently supported Korea's application for membership in the United Nations, and has played an active role in the annual deliberations on the Korean question at the United Nations.

### **Trade**

In the past, bilateral trade between Canada and Korea has been rather small. In the 24-year period from 1917 to 1941 (during which Korea was under Japanese domination), Korean exports to Canada amounted only to some several thousand dollars a year; Canadian exports to Korea amounted to \$2 million in value and comprised, in the main, flour, newsprint, farm implements and fertilizer. Since the end of the Second World War, trade between Canada and Korea has increased but is still not large. Canadian exports to Korea have not yet exceeded \$8 million a year, and annual imports from Korea have not exceeded \$500,000. Canadian exports to Korea (principally synthetic fibres, fertilizers, pulp, and zinc) in 1958, 1959 and 1960 amounted to \$3.6 million, \$6 million and \$3.9 million respectively; Korean exports to Canada (mostly tungsten ore and kolinsky skins) in the same period amounted only to \$21,000, \$235,000 and \$404,000, respectively. However, as the Korean economy continues to develop, it is anticipated that favourable prospects of trade expansion will be created. Since 1961 no fewer than three Korean economic and trade missions have visited Canada, and some arrangements have been concluded with Canadian firms that give promise of the further development of commercial relations between the two countries.

The Canadian Government attaches importance to the development of good relations with the Republic and expects that the establishment of diplomatic relations between Canada and Korea will make even stronger the ties of friendship and understanding which exist between the two countries.

# *Inter-American Economic and Social Council*

## MINISTERIAL MEETING, MEXICO CITY

The Inter-American Economic and Social Council (IA-ECOSOC) — an agency of the Organization of American States — held its first annual meeting at the ministerial level in Mexico City from October 22 to 27, 1962. A Canadian observer group from the Canadian Embassy in Mexico attended the meeting. In August 1961, the IA-ECOSOC had held a special ministerial meeting at Punta del Este, Uruguay, at which time a decision was taken to send a Canadian observer group, led by the Associate Minister of Defence, Mr. Pierre Sévigny. At that meeting, the United States launched its Alliance-for-Progress programme.

The Cuban crisis, which broke out on the opening day of the meeting, overshadowed the conference. The United States delegate, Secretary of the Tresasury Dillon, and a number of other ministers had to leave shortly after the conference opened. Nevertheless, it was generally considered highly successful. Discussion was frank; several important resolutions were adopted; both the Alliance for Progress and Latin American economic integration were moving ahead.

The results of this meetings are summarized below under the three broad topics discussed:

### **I. Economic and Social Situation in Latin America and the Alliance for Progress**

IA-ECOSOC adopted two important resolutions to help implement the Alliance for Progress. First, they created six special committees to meet at regular intervals between the annual meetings of IA-ECOSOC. These committees will deal with planning, agriculture, fiscal policy and administration, education, industrial development, health, housing and community development. They will provide Latin American governments with an opportunity to compare and discuss national systems and plans in these various fields. These discussions should promote interest in practical improvements and encourage a sense of collective participation in the Alliance among Latin American countries. Each committee will be composed of nine members appointed by governments.

Second, IA-ECOSOC agreed to appoint "two outstanding Latin Americans" to study "the structure and activities of the organizations and agencies of the inter-American system that have responsibilities in regard to the Alliance for Progress" and to make "recommendations regarding those structural and procedural changes that are required". Former Presidents Lleros Camargo of Colombia and Juscelino Kubitschek of Brazil were subsequently chosen unanimously by the OAS. Their task will be to study and improve co-ordination among the

various organizations and agencies now dealing with Latin American economic affairs.

In the discussions on the state of the Alliance, Latin American delegates could point to several achievements. A number of Latin American countries have enacted new legislation for social, land and tax reforms. Almost all have established a central planning organization to draw up development programmes. Bolivia, Chile, Colombia and Mexico have already outlined their programmes, while plans are expected soon from Panama and Venezuela. Colombia's programme is now receiving attention from the World Bank, the Inter-American Development Bank and the industrialized countries interested in providing financial support.

The United States, for its part, pointed out that it had fulfilled the pledge made at Punta del Este to provide public assistance under the Alliance of more than \$1 billion in the year ending last March. It had provided this assistance through the Agency for International Development and the Export-Import Bank, through agricultural commodities under Public Law 480, and through the Social Progress Trust Fund, which is administered by the Inter-American Development Bank. The United States delegate informed the meeting that his country was prepared to help replenish the regular callable resources of the Inter-American Development Bank in the amount of \$1 billion, as recommended by the Bank's President. The United States also intended to continue to make available a substantial part of its economic assistance through the Social Progress Trust Fund.

The delegates at the IA-ECOSOC meeting were also frank in their criticisms. The United States delegate, for example, pointed to one area where the Alliance had suffered a setback: private investment, both domestic and foreign, in Latin America had suffered damaging blows and had lost confidence. Not only had foreign private investment in Latin America declined last year, but large amounts of private domestic capital were seeking safe havens outside Latin America.

## **II. Problems of Economic Integration**

The Latin American Free Trade Association (LAFTA), which aims at creating a unified Latin American market free of trade restrictions, was meeting in Mexico City at the same time as IA-ECOSOC. The main work of tariff negotiation and discussion on Latin American economic integration was taking place in the LAFTA forum. IA-ECOSOC, however, also considered this question. In its recommendations, it urged closer co-operation between the LAFTA and the Central American economic-integration programme. It noted a need for outside financing to promote intra-zone trade. It expressed satisfaction with an offer from the International Development Association (IDA) to initiate a technical assistance programme to promote economic integration.

## **III. Basic Export Products of Latin America**

The Latin American countries are concerned about the effect that the European Economic Community may have on their basic export products, as well as the



effect of Britain's possible accession to it. At the IA-ECOSOC meeting, they pressed for the establishment of "action groups" on certain commodities so that they could act collectively on these commodities in any negotiations with the EEC. They subsequently agreed to establish an "action group" for beef, to make representations to the EEC with a view to eliminating restrictions on beef imports from Latin America as well as to study the effects on such imports of Britain's and other countries' entry into the EEC. The group will be composed of Argentina, Brazil, Nicaragua, Paraguay and Uruguay.

The Latin American countries also raised the subject of a regional-compensation mechanism for stabilizing their export receipts. The United Nations Commission on International Commodity Trade was now studying the feasibility of establishing a world-wide compensation mechanism. The resolution that the IA-ECOSOC approved stated that, if the creation of a world-wide compensation mechanism seemed unlikely, the OAS Secretary-General was to convoke another meeting of government representatives before June 30, 1963, "in order to consider what further measures ought to be taken to deal with these problems".

The United States referred to the recently concluded International Coffee Agreement as a great achievement in providing support for basic products in world trade, and promised to consider seriously any sound project for reducing excess coffee production in exporting countries so as to relieve the pressure for quotas in excess of world demand and thereby make the Agreement truly effective. The United States also pointed to the FAO discussions for a world cocoa agreement and promised to play its part in these discussions.

## *Canada at International Fairs\**

**I**t is a recognized fact of commercial intercourse that the closer the relation that exists between potential buyer and potential seller the higher the probability of a sale. This is just as applicable to international trade as to domestic trade. In fact, probably the greatest deterrent to international trade is the distance between potential trading partners and the consequent lack of knowledge of what each has to offer or what each requires. It follows, therefore, that an effort to promote Canadian foreign trade must be directed at effecting a close liaison between potential Canadian exporters and potential foreign importers; a technique that has as its function the promotion of Canadian foreign trade must have as its final aim a bridging of the gap between Canadian exporters and foreign importers. This, in essence, is what the trade-fair programme of the Department of Trade and Commerce is designed to achieve.

### **No Novelty to Canada**

As meeting-places for men professionally concerned with buying and selling, trade fairs share a commercial tradition as old as civilization. Historically, trade fairs have been the prime, and often sole, method of contracting inter-regional and international trade. They are not a novelty in Canada — the Canadian provinces participated in their first foreign-trade fair in 1852. In recent years, however, the emphasis has changed, owing to increasing international competition for export markets, in recognition of the declining importance of primary products and the increasing importance of manufactures and semi-manufactures to the Canadian economy and of the resultant variety and specialization of Canadian export products. These conditions require a more flexible, pragmatic approach to trade promotion; they require a promotional device that can be adapted to a specific commodity or applied to a whole range of products, that can meet the needs of such diversified products as consumer goods and foodstuffs with their large markets and capital goods with their smaller markets. Since promotional effort has to be applied to such a wide range of products, they also demand a device that ensures a maximum return on each promotional investment. It is because such requirements have been met so successfully by the use of trade fairs that the programme of the Department of Trade and Commerce has been increased to a total of 37 trade fairs in 1962.

### **Two Basic Types**

Whereas the traditional trade fair has been of a type in which a wide range of goods was exhibited, the increasing volume and value of specific exports has

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\* By Mr. R. B. Fournier, Trade Fairs and Missions Branch, Department of Trade and Commerce.

emphasized, indeed produced, the specialized or "vertical" fair. This is not to say that general or "horizontal" fairs have been relegated to a position of minor importance but merely that their use is being restricted to those areas for which they are most suitable. It follows that a fair can be no more effective than the audience it attracts and that the types of products to be exhibited must be pre-selected in accordance with the known audience for a fair. For example, "horizontal" fairs are those admitting a wide range of commodities and attracting an equally wide audience — usually including the public. These fairs are, therefore, used primarily to promote the sale of consumer goods and foodstuffs — items with a broad appeal. "Vertical" fairs, on the other hand, are limited to one type of commodity or to a narrow range of allied commodities. The audience at these fairs is, of course, also limited, by interest, and may in some instances consist only of buyers of a particular range of commodities. Fairs of this kind are best used to promote the sale of goods for which there is a relatively small, well-defined market — capital goods or products whose function can only be appreciated by an expert. The type of fair that the Department of Trade and Commerce selects for participation is, therefore, governed by the type of commodity being promoted.

To achieve adequate geographical coverage, it is necessary to adopt two distinct approaches toward trade fairs. In the older trading nations, there is generally an extensive selection of fairs in existence, each with its established audience. In these cases, the Department participates in the fairs it selects by sponsoring an exhibit. In the newer trading nations, however, where either there are no fairs in the market area or no existing fairs are appropriate, the Department must plan and organize a fair of its own. Examples of this approach are the Canadian "solo" fairs in the Caribbean in 1959 and West Africa this year. The advantages of each approach can best be illustrated with reference to advertising. Participation in an established fair is similar to advertising in a newspaper — it is the "shotgun" technique. The audience is established and the coverage is achieved, but the audience may also include sections in which no interest can be developed. A "solo" fair, on the other hand, is more like direct-mail advertising. Since no established audience exists, the audience must be created. It can, therefore, be selected specifically to produce the results required of the fair.

This, then, is the general background. The question remains: "What advantages accrue to a Canadian exporter who participates in a trade fair under the auspices of the Department?"

### **Choosing a Fair**

The procedure for selecting a trade fair assures an exhibitor initially that the market area the fair serves is accessible to his product and that a demand can be generated for it. Proposals for trade fairs are initiated, under the condition that the fair will offer an opportunity to display Canadian goods that are competitive in price or quality, by Departmental staff in Ottawa, by interested organizations, or by Canadian trade commissioners abroad. These proposals are then reviewed



with specific reference to present and projected economic conditions in the overseas market and consequent present or projected demand for Canadian products. The programme is then formulated and exhibitors selected in accordance with the conclusions reached as a result of this research. Thus, a potential exhibitor and exporter has the advantage of access to market research which, in most instances, he could not obtain, or could not afford to obtain, by other means. Once it has been determined that a potential exhibitor's product is competitive and he decides to participate, he benefits from an additional advantage, a very important one in the case of small or marginal exporters. Individual participation in a trade fair can be an expensive proposition. However, participation under the sponsorship of the Department of Trade and Commerce offers an exhibitor all the advantages of individual participation at a minimal cost. Although exhibitors may be charged a participation fee, this is usually nominal and, for first-time exhibitors, entrance is often free. Shipping charges from an assembly point in Canada to the fair site are usually borne by the Department. The only costs to be met by the exhibitor, besides minor shipping costs within Canada, are insurance charges and the cost of transporting their representatives to the fair when required. An additional advantage accrues to the exhibitor in display design and construction; the exhibit is designed by professional designers in Canada and constructed by representatives of the Department on its site. Finally, the exhibitor enjoys the benefits of publicity devices designed within and circulated by the Department.

The ultimate purpose of participation in a trade fair is, as has been said, to produce sales. In this it is an ideal device, since it offers to an exhibitor a microcosm of his potential market — a concentrated buying public which, by its very attendance, signifies that it is predisposed to seek new and different products. However, participation in a trade fair can be used for a variety of purposes ancillary to the promotion of sales. It can be used to obtain agency representation or to sustain existing sales and support the activities of an agent. It can be used to discover developments in competitive products and changes in a competitor's methods of promotion. It can be used to assess how a product or marketing procedure must be adapted to the peculiarities of a particular market. A fair may also be used by the various agencies and departments of government to make foreign nationals better acquainted with Canada and Canadians and to promote travel and emigration to Canada.

### **Proof of Efficacy**

In assessing the results of a trade fair, it must be taken into consideration that a fair, effectively used, should promote long-term sales; its purpose is to establish continued sales rather than just an initial sale. Many orders that can, in fact, be attributed to an exhibit do not come in until long after the show is over. However, immediate results have provided ample justification for the Department's faith in the trade-fair technique. For example, a ten-year-old Ontario firm whose

market previous to 1959 was almost exclusively restricted to Canada is now selling in the West Indies, Britain, Sweden, Ghana and Nigeria and expects shortly to expand into Denmark. This firm has been a consistent participant in the Department's programme since 1959. Similarly, after a recent European fair, a Quebec manufacturer expanded his sales into Holland, Sweden, Eire and Syria and established agencies in Denmark, Finland, Iraq, Lebanon, and Jordan. At a recent United States fair, another Ontario manufacturer realized "on-site" sales in excess of \$200,000 — about 200 times his investment in the show and several times the Department's investment.

As these few examples indicate, the trade-fair programme of the Department of Trade and Commerce has been crowned with success — a success that proves both the efficacy of the trade-fair technique and the triumph of Canadian goods in foreign markets over all but the most restrictive obstacles.



*The Canadian High Commissioner to India, Mr. Chester A. Ronning, and Air Vice-Marshal Arjan Singh of the Royal Indian Air Force inspect one of the six "Dakota" aircraft supplied by Canada to India at the time of their arrival in New Delhi early in December 1962. The sturdy transport planes were sent to India to help repel aggression against India on the Himalayan frontier. They were flown from Trenton, Ontario, by personnel of the Royal Canadian Air Force; several members of the crew of this particular aircraft are to be seen in the background, at the right.*



# *External Affairs in Parliament*

## **Review of World Affairs**

*On January 24, in the supply debate in the House of Commons, the Secretary of State for External Affairs, Mr. Howard C. Green, made the following report on the state of international affairs and the current role being played by Canada:*

Before I proceed . . . may I express the belief that we have now moved into a new era in the world, largely because of certain developments which have taken place within the last few months or which will take place within the next few months, each one of which has very far-reaching implications. For example, there is the movement of Great Britain into the European Community. We all know it is not yet certain whether that move will be made; but, no matter whether it is or is not, what has happened in connection with that proposal as between Great Britain and the six countries of continental Europe is bound to have very far-reaching effects. In the last day or two, we have seen France and West Germany signing a treaty of friendship covering political questions, economic questions and defence questions. There is a great shifting going on in Europe, and no one can tell at this time what the end result will be.

That brings up another far-reaching development. I believe that in the Commonwealth at the present time we are in a state of flux. I had the privilege of attending the prime ministers' conference in September of last year, and naturally every one of the delegates there was very much interested in the question whether Great Britain would go into the European Community, and what the future of the Commonwealth was to be. Whether one thought that Great Britain should or should not go in, a great deal of thought was given to the future of the Commonwealth. I think the value of the Commonwealth was impressed upon the mind of everyone there, and I have no doubt on the minds of millions of people in the various nations of the Commonwealth.

### **Trade Changes**

Again, in the field of trade, we are now in a period when very far-reaching changes may take place in the trade carried on in various parts of the world. That question, of course, was of great importance in connection with the British and European Community negotiations, but it is also important in many other spheres. I recall . . . at this point the statement which was made by our own Prime Minister at the prime ministers' conference with regard to this question, when he made a proposal which I think can roughly be described from the following notes of his comments:

I propose that this conference should declare its intention to extend an invitation to all member nations of the Commonwealth, of the EEC, EFTA, the U.S.A. and Japan, and other like-minded nations indicating a desire to participate, to meet at the earliest practi-

cable date to give consideration as to how to deal with the trading problems before us in a way which will be to the mutual advantage of all.

That idea, or something very much like it, may very well be the course that is followed eventually. However . . . in October of last year, the United States Congress approved important new trade legislation under which the United States was to participate in forthcoming international tariff negotiations. At that time, in an exchange of letters between our Prime Minister and President Kennedy, it was agreed that Canada and the United States should take the initiative in proposing a meeting of the ministers of the GATT Contracting Parties to discuss important trade developments and to make plans for the GATT tariffs and trade conference. That has now been carried out. A joint Canada-United States proposal for such a ministerial meeting was accepted in November of 1962 and the GATT Council, which is not, of course, a ministerial council, is to meet on February 18. It will set a date for this ministerial meeting, and it is expected that the ministerial meeting of GATT will be held about the middle of May.

### **Idea of World Trade Meet**

Then at about roughly the same time in the United Nations the under-developed countries were pressing for a United Nations world conference. There was a good deal of discussion about that in the Second Committee, and finally it was decided that there would be a United Nations world trade conference, which will be concerned primarily with the broad range of trade and development problems of the less-developed countries; and this conference is to be held early in 1964. Canada, by the way, took a very prominent part in bringing about agreement on the terms of that resolution in the United Nations. There was a dispute between the less-developed countries and the large trading countries as to the time at which the conference was to be held, but we were able to bring about a settlement of that difficulty. All these movements are going on, or are about to go on, in the field of trade. I suggest that this will be an extremely significant trade year for all parts of the world, and particularly for Canada, because we are as vitally interested in world trade as any other country.

Another development of far-reaching implication has been the successful settlement by President de Gaulle of the trouble in Algeria. This had the whole Arab world in a turmoil and was causing trouble with all the African countries. It was a great bleeding wound for France herself, and was a problem which appeared almost impossible of solution. Yet that problem is at least well on the way to settlement, and I think the fact there has been such a settlement will be of great importance in the months ahead.

Then, of course, there was the Cuban episode. There the Americans, acting with firmness and I think with moderation — I suggest with moderation — achieved great success. The Cuban episode has made perfectly clear that in the world today the preponderance of power is with the United States. No longer is it a question of two great equal nuclear powers. I suggest that at the present time the United States is beyond any shadow of doubt preponderant in power.

That . . . may constitute quite a temptation. When you are the biggest fellow in the school yard it is quite a temptation to shove everybody else around. Now, I am confident that there will be no such development in United States policy. I am confident that they will not adopt a policy of getting tough with their allies. For Canada, of course, it is particularly important whether anything of that kind develops.

### **UN Congo Operation**

Another outstanding development has been the success of the United Nations in the Congo within the last few days. That was the most difficult operation this great world organization had ever undertaken. I have no doubt that every Member in this Chamber has wondered many times how on earth the United Nations would ever get out of the Congo and also how they would ever be able to bring about any order in that unhappy country. Yet they are well on the way now. The Premier of Katanga met the United Nations troops when they drove into Kolwezi and welcomed them there, and took the stand that his state would be part of the nation of the Congo. This means a great deal in building up the prestige of the United Nations and a great deal in bringing about world order.

The United Nations also had another big lift or a great impetus from the fact that in the Cuban crisis the United States and the Soviet Union rushed right into the UN in an effort to get some agreement worked out. They did not stand outside. They did not just ignore the United Nations and go about working things out themselves or anything like that. They went to the United Nations and Secretary-General U Thant did a statesman-like job in helping to work out an agreement on Cuba.

Another development which I think is very far-reaching has been the steady reduction in the number of colonies. This colonialism question has been a difficult and nasty one in the United Nations and all over the world. Most of the former dependent countries now have their independence. There are a few more to come, and I am confident that they will gain independence in due course. However, quite a large segment of that problem has been settled. There is one which remains to be dealt with and in which our own nation of Canada took the lead, namely the question of Soviet imperialism or what happens inside the present Soviet Union. These Soviet representatives have been very quick and very bold about attacking Great Britain and France in the United Nations for what they have been doing about colonies. However, there has not been in the Soviet Union one little move to give the people within their boundaries any right at all to decide whether or not they wish to have their independence back again. Hence this issue is one which will still have to be dealt with.

### **Sino-Indian Conflict**

Another far-reaching development has been the attack by Red China on India. That was an amazing action, which it is hard for any Canadian to understand.



Here was India, one of the leaders of the unaligned countries, which was certainly giving no offence to the Red Chinese and doing nothing to justify aggression of that kind, yet Red China struck. It does not require much imagination to realize that this action will have a far-reaching effect in all the unaligned countries. I am confident that they are watching that action and that they will have made some decisions which certainly will not be against the interests of Western nations such as Canada.

Then there has been the disagreement between the Soviet Union and Red China. For many months now we have heard rumours about arguments going on in the Communist camp. I do not think it is ever wise to put too much credence in reports of that type, for should anything develop leading to really serious trouble I have no doubt they would get together again very quickly. However, the argument has gone on, it has grown louder and it has come out into the open. . . . As I say, this development may have very far-reaching effects.

Then another development with far-reaching implications has been the recognition by every leader in every nation of the world of impending doom — and I repeat the words “of impending doom” — if there is a nuclear war or if no method of living together can be devised. Across this world today there is a will for peace such as there never has been previously. One needed only to go to the United Nations at the last session and be there while the Cuban crisis was under way in order to realize that mankind, as represented there by the delegates from 110 countries, was determined that something had to be done, and quickly, in order to bring about world peace for hundreds of millions of people who otherwise would perish from this earth.

As I see it, these are the main developments which have taken place or are in the process of taking place and which have much wider implications than has been the case at any other time since I have had the privilege of being Secretary of State for External Affairs.

### **Disarmament**

The question may be asked, where does Canada fit into this picture? May I say that Canada is involved and is helping in an idealistic way all over the world. I mention first the field of disarmament. I deal with that first because this is the main way in which world peace can eventually be achieved. This is where effort is most worthwhile.

By disarmament I do not mean simply stopping the development of more deadly weapons or reducing existing weapons, although such results would be of the utmost importance; I define it in the wider sense as including the stopping of nuclear-weapons tests, stopping the pollution of the air that we, our children and our grandchildren will have to breathe, reducing tensions, reducing distrust. It is very hard to bring about any settlement as long as nations distrust each other so that every word one says the other disbelieves instantaneously. I include all activities of that kind under disarmament.

## **Fallout in Canada**

Canada is involved in this question for good reason. We just happen to lie between the two great nuclear powers. If there is a nuclear war, we are in for it. Our cities will be destroyed. On the Saturday night after the Cuban crisis arose, I believed, and I have no doubt many other people did, that before morning Ottawa might be demolished, as well as Montreal, Toronto and my home city of Vancouver. Canada has another good reason to be interested in questions having to do with disarmament, for we are in a heavy fallout area. This nation is in one of the worst fallout areas in the world, the temperate zone. It is admitted that Canada is in one of the worst areas. Fallout may affect not only us but the very food we grow, and no one knows yet what the end result will be of the nuclear tests which have already taken place, because a lot of the fallout is not yet down. Questions were asked just today about Strontium 90 in the food Eskimos in Northern Canada are eating.

The Government believes that Canada can do something worthwhile on the question of disarmament. One reason is because we were chosen by our Western colleagues in NATO as one of the NATO negotiators on the 10-Nation Committee set up in September of 1959. . . . Five NATO countries, Great Britain, the United States, France, Italy and Canada, and five Communist countries, the Soviet Union, Poland, Czechoslovakia, Bulgaria and Roumania, formed the Committee.

Then there is the question of our position *vis-à-vis* Great Britain and the United States. Our relationships with these two countries are such that we can talk to them on this or any other issue on a more intimate basis than any other country in the world. Another reason we believe that Canada can do something worthwhile is that we happen to have the confidence of practically all the unaligned countries in the world. I do not believe there is a country of the NATO group or of the Warsaw Pact group that has nearly as many friends among the unaligned countries as Canada has, and that is because these nations have confidence in us.

Another reason we believe that Canada can do something on this question is that we have as our chief disarmament negotiator, Lieutenant-General E. L. M. Burns, a distinguished Canadian with a splendid record in both wars, a record as head of the United Nations Emergency Force, a splendid record in the Civil Service, a man who in my judgment is the best-qualified man in the world today on the question of disarmament. He certainly has the respect of the delegates of every one of the 16 nations participating in the present disarmament negotiations, including the Communist countries.

## **Soviet Walkout**

The 10-Nation Committee was set up in September of 1959 by the four Western foreign ministers, not by the United Nations. The Committee tried to work out some agreement but on June 27, 1960, all the Communist delegates got up and walked out. The chairman at the time happened to be from one of the Com-

munist countries and he refused to hear any Western delegates. He heard the delegates from the other four Communist countries; then the delegates from the five countries picked up their brief cases and out they went. That was not a very promising development from the point of view of anyone interested in the field of disarmament.

However, the Americans worked with us on this issue in a spirit of splendid co-operation and we managed to get a meeting of the United Nations Disarmament Commission. The Communists said they were not going to attend and were going to boycott the meeting, and they boycotted it right up to the time we were about to meet in New York. But when India and all the other unaligned countries made it perfectly clear that they were going to be there anyway, in came the Communist delegates at the last minute, and we had a pretty good meeting of the United Nations Disarmament Commission. This was not a meeting of the United Nations, although the nations were the same, but a meeting of the Commission and, by the way, it has not met since.

A resolution was approved unanimously urging the resumption of disarmament negotiations at once. The Russians voted for it too. But then nothing happened. However, it was an expression of world opinion. At the meeting of this Commission we demanded that negotiations be resumed, and we urged that representatives of the unaligned countries be added to the negotiators. There was no use sending back the five Warsaw Pact countries and the five NATO countries, because they would clash in the first 15 minutes and that would be it. So Canada urged that representatives of the unaligned countries be added.

The General Assembly of the United Nations met a few weeks after that, in the fall of 1960. At that time the Hon. Member for Oxford (Mr. Nesbitt) was my Parliamentary Secretary, and he took a magnificent part in the deliberations at the United Nations. . . . We stressed the need to resume negotiations from the start to the finish of that session. . . .

### **Soviet Tests Resumed**

At the same time, starting really in 1959, we had been bringing in resolutions about radiation with the idea of focusing world opinion on the menace of these nuclear-weapons tests. We have been getting these resolutions carried with more support every year. This year we did not have nearly as much trouble, I will tell you, as we did in 1959. In 1961 the Soviet Union, if you please, resumed tests. They had been negotiating the question with the United States and Britain for nearly three years. During all that time there had been a voluntary moratorium. Then in September 1961, out they come and start tests. Obviously they had been making preparations for several months.

When the United Nations General Assembly met in 1961, the Soviet Union was in the middle of these tests. Perhaps you will recall that they were going to set off a 100-megaton bomb and Canada and the Scandinavian countries — Canada nearly always works with them in the United Nations — took the lead



in bringing in a resolution urging Premier Khrushchov not to set off that bomb. There again we had a lot of trouble, because some nations said: "What is the use?" In the meantime he set off a bomb, and everybody thought it was a 100-megaton bomb. Then, fortunately, we discovered it was only 50 megatons, so our resolution still made sense the way it was worded against the 100-megaton bomb. In the final analysis, that resolution carried with the support of all the nations except the Communist countries.

By this time opinion had been aroused about this testing, and in December of 1961 the United States and Russia reached agreement that there would be an 18-Nation Disarmament Committee. . . .

Agreement was reached by all the members of the United Nations to set up this 18-Nation Disarmament Committee, including the same five countries, from the West and the same five from the East, plus eight unaligned countries as we had been urging. Those countries were India, Burma, Sweden, United Arab Republic, Ethiopia, Nigeria, Brazil and Mexico. They met at Geneva in March of last year. Mind you, only 17 countries met, because for some reason or other France declined to participate. The Western countries are now only four — namely, Great Britain, the United States, Italy and Canada.

At the meeting in Geneva, we took the lead in urging that the United States and the Soviet Union be joint chairmen of that Committee. This had worked very well in the conference on Laos, and we thought it would help to have them as co-chairmen of the Disarmament Committee. This was agreed to. I feel it is a good idea because, in reality, if these two countries do not reach agreement there is not going to be any agreement, and it is wise to have the responsibility directly on them. It has some disadvantages. I think that having nuclear weapons, they do not have the same sense of urgency about getting some agreement worked out that the rest of us do. I know the Disarmament Committee was to meet on January 15 of this year, but these two nations got together and decided it should not meet until February 12. However, in the meantime, they are carrying on what could be very useful. By the way, we did not agree to the delay. We thought it was a mistake to postpone the meeting.

In the Disarmament Committee negotiations, the eight unaligned countries have played an excellent part. I never hesitate to pay tribute to them for their objectivity and for their sincerity, for the way in which they are trying to help bring about agreement. There is a subcommittee on nuclear-test ban problems. We tried to have that subcommittee composed of the three nuclear powers plus some of the others, but they would not agree. There are only three nations on that subcommittee.

### **Collateral Measures**

Then there is a Committee of the Whole on Collateral Measures. This was a Canadian idea. We thought there were some issues, which did not come directly within the terms of the disarmament treaty, which could be dealt with collaterally

and dealt with quickly, that if agreement could be reached on some of these collateral measures, it might help open the door for agreement of a more extensive kind. The first collateral measure considered was war propaganda, a declaration against any of the countries using war propaganda. Agreement was reached on that in the committee of the whole. The Russians agreed to that. They had much to say about changing the words, putting in "these" and "its" and so on, but agreement was finally reached.

Just the day before the agreement was to be approved in plenary session, word came from Moscow that there had to be four or five additional conditions attached to it, all of which were obviously cold-war conditions and which made agreement impossible. It was a very good example of Moscow pulling the rug out from underneath their own negotiator. The person involved here was Mr. Zorin, who had the rug pulled out from under him just a few weeks ago in New York.

### **Outer Space**

In so far as this question of collateral measures is concerned, there are three which are in line for consideration. One is a measure to prohibit the launching of weapons of mass destruction from outer space. This was a Canadian idea. Last March, nearly a year ago, when this Collateral Measures Committee was first set up, we walked in with a declaration to the effect that weapons of mass destruction were not to be used in outer space, that they could not be launched from outer space. Well, that threw everybody into a tizzy. There was a good deal of discussion, and it was not accepted with any degree of enthusiasm by some of the bigger countries. The Russians finally said: "We do not want to talk about that; we will leave that for negotiation in connection with the treaty." In any event, this is one question we hope will be considered by this Collateral Measures Committee.

Another suggestion was a measure to reduce the risk of war by accident, miscalculation or failure of communication. Proposals have been made to reduce the risk of accidental war through improved communication between governments, advance notification of military manœuvres, the establishment of observation posts and the exchange of military missions between East and West.

### **Preventing Spread of A-Arms**

Another subject which is to be considered in that Committee is measures to prevent the wider dissemination of nuclear weapons. In the main negotiations on a disarmament treaty the Americans have put in a draft treaty and so have the Russians, and a lot of time has been spent trying to piece them together. Canada has aimed at picking out points where there was almost agreement and in stressing those points, trying to bring about agreement on those things in the belief that, once the two sides agreed on a paragraph of that kind, it would be easier to go on and agree on something a little more difficult.

We went back to the General Assembly last fall, and one thing that everyone was agreed on in New York was that the Disarmament Committee should carry on its work negotiating a treaty. There was no difference of opinion about that.

### **Canadian Initiative**

There was trouble about nuclear-test banning. The Soviet side wanted one resolution; the Americans wanted another resolution. In fact there was a lot of difficulty in working out a resolution dealing with the question of a nuclear-test ban. Canada moved in on that, and in my judgment this was our main accomplishment in the last session. We were able to bring about agreement on a resolution on the question of negotiating for a nuclear-test ban. We based our offensive on the letters which had been exchanged between President Kennedy and Premier Khrushchov at the time of the Cuban crisis. They each wrote saying: "We must now get together and settle the rest of the problems. Why could we not do this about a test ban?" We picked that up, and with the impetus of those letters behind us, we were able to help bring about a resolution which became known as the "Canadian resolution", although we had only submitted amendments, and this resolution was endorsed by everybody except the Communists, who abstained.

The Disarmament Committee resumed on November 26 and worked until December 20, when it adjourned until January 15 and, as I explained a few minutes earlier, that date has been put back until February 12. In the meantime developments have taken place which may be, and I hope will be, of great significance. There has been this exchange of letters between President Kennedy and Premier Khrushchov . . . and the Americans, the Russians and the British are now meeting in Washington trying to bring about an agreement on the terms of a test ban. They have made considerable progress. The main difference between them at the moment is as to the number of automatic seismic stations which there will be in Russia and on the number of times an international team can be sent in to inspect those stations. The Russians have agreed to three inspections annually, although until a few days ago they were saying they would not agree to any inspections of any kind; the Americans have asked for eight to ten inspections.

It is of the utmost importance that agreement be reached on this question. If they could reach agreement on a test ban, then it would stop radiation and would lead to the possibility of making settlements on other disarmament problems. In any event, Canada will continue her efforts to bring about a reasonable settlement, and I think today Canada is generally recognized as the leader in the field of working out some disarmament agreement between the East and the West.

So much for Canada's activities in the field of disarmament. Then there is a related activity, and that is the field of peace keeping. Mind you . . . if we are able to bring about a measure of disarmament, there will be more and more



peace-keeping work to be done. The two go together, and in my judgment peace keeping in the world under UN auspices is going to become steadily more important. Canada is ideally situated for this role and, with India, Canada is today the most experienced nation in the world in the peace-keeping field.

Take, for example, the Congo. We have been in the Congo from the start. The House authorized the sending of up to 500 personnel, and Canada has been running the communications system for the United Nations in the Congo, taking a very active part in the air services, and also in the staff work for the whole United Nations force. A lot of this work is done by bilingual Canadians, French-speaking Canadians, and all over the world there is a job now to be done by Canadians who are French-speaking. In the Congo they are the leaders in Canadian activities.

Canada is also represented on the Secretary-General's Congo Advisory Committee at the United Nations. There are only three Western countries on it — Sweden, Ireland and Canada — with 17 African and Asian countries. We are able to consult with the Secretary-General on Congo questions at any time, and are able to advise him and the other members of that Committee. I think those Members of the House who have been at the United Nations will agree that Canada's actions in connection with the Congo have been of great benefit. We have tried to keep tempers cool. We have tried to urge moderation, and I think we have been able to do quite a lot in that regard.

Our policy in regard to the Congo has been throughout, and is today, to support the United Nations. Some of the Western countries have not taken that stand. The French have been against the Congo operation and pay nothing toward its expenses. The British have been very worried about it and have not been as energetic in support of the United Nations as Canada has been. But I repeat that our policy is to support the United Nations in the Congo.

We have also taken action to help in the financing of the Congo operation. Providing the money has been a tremendous problem. It is costing about \$10 million a month for that operation, and the United Nations has almost gone bankrupt paying for it. In passing, I may say I thought the *Globe and Mail* of January 23, 1963, summed up our accomplishments in the Congo very well when it said in an editorial headed "The UN and International Co-operation":

Many nations took a constructive part, and will continue to do so, in the Congo operation, but perhaps special mention should be given to India, Nigeria, Malaya, Ethiopia, Ireland, Sweden, Tunisia — and Canada.

*At this point, Mr. Green was obliged to interrupt his statement because of a temporary throat irritation.*

*Later the same day, Mr. Green's Parliamentary Secretary, Mr. Heath Macquarrie, continued the debate: ". . . I should like," Mr. Macquarrie said, "to discuss one of those (aspects of Canadian foreign policy) which is very close to my heart and which I believe is becoming more and more meaningful to the people of*

*Canada. I refer to the United Nations and our membership and role therein." On this note Mr. Macquarrie's statement continued:*

. . . I have had the honour of representing Canada at four General Assemblies of the United Nations. This past session, just concluded, struck me as one of the most constructive of these important international gatherings. It seemed that there was a diminution of tension and lessening of power politics which sometimes makes difficult the day-to-day progress which is such an important part of an organization which endeavours to make progress on so many fronts.

I believe that in Canada the strain of cynicism is disappearing. We have had people, publicists and others, who believed the United Nations was more a talk shop, that nothing was accomplished, that there was a great disparity in power among the members, that there was not sufficient realism in its construction. I believe the accomplishments of the United Nations in recent years, and they have been enumerated by preceding speakers, have convinced Canadians and others that this great body is in truth the hope of the world as the idealists always said it was. The past session has seen the coming to fruition of a number of projects which had seemed to be discouraging.

One thing which caused great rejoicing, I think, was the confirmation of the Secretary-General in his office. This great Asian statesman has done a splendid job in one of the most sensitive and difficult posts which the world could convey upon any mortal man. Canada said, from the very beginning, that we were strongly in favour of U Thant's confirmation as Secretary-General. The Minister has referred to the success of the Congo operation and Canada's role in the Advisory Committee of the United Nations.

I was in the United Nations at the time of the confrontation between Mr. Zorin and Mr. Stevenson, an unforgettable moment of great tension. As has been pointed out, and something which should not be forgotten, the spokesmen for these great super-powers, with their tremendous power in comparison to the other members of the United Nations, took that dispute to the very forum of world opinion, the Security Council. As they faced one another every seat in the Security Council chamber was filled with members from the General Assembly. It was an unforgettable moment. The role of the Acting Secretary-General, as he then was, was highly creditable and crowned with much success.

We are pleased too, that, under the inspiration of former President Mongi Slim, the United Nations is moving forward in the direction of improving its procedures and manner of work. A very impressive committee has been set up for which I think lovers of the United Nations may entertain high hopes.

The United Nations, which began with some 50 members, has now 110. The area of the world unrepresented in the UN is shrinking daily. Its complexion is changing. Membership of the committees and other bodies is altering and it is necessary in the interests of efficiency to have some improvements in techniques. Indeed it is almost necessary to have an extension to the very physical facilities. These, which once seemed to be so ample, now often appear to be overcrowded.

. . . We, in the context of this debate, are of course interested in the performance of the Canadian Delegation at the United Nations. I was very proud of the way the Canadian Delegation performed. There is something extremely humbling to be at an international organization and note on every hand the high respect in which Canadians are held. I think it is humbling because it is quite a challenge to measure up to the tremendous responsibilities constantly put upon Canadians, especially in the UN context. We are a charter member of the UN. I suppose, if one looked back over the whole history of resolutions, Canadians have been co-sponsors or sponsors of more resolutions than any other country.

The Canadian point of view is constantly sought. We have served on all sorts of peace-making missions and I think it could be said that this very day Canadian personnel are performing peace-keeping operations all over the world. It is something which should cause us pride. At the same time it should cause us some humility, because it is a heavy challenge. . . .

The World Food Programme became fully operational on January 1 of this year. As is known, Canada has taken an active part in the establishment and development of this Programme, beginning with the Prime Minister's proposal to the United Nations General Assembly in September 1960.

This Programme will provide assistance by means of foodstuffs in three major fields. It will meet emergency food needs and emergencies arising from chronic malnutrition. It will give assistance in pre-school areas and implement pilot projects, using food as an aid to economic and social development.

Since the idea for a World Food Programme was launched, events have moved swiftly. In the last few months a pledging conference has been held at which approximately \$88 million in commodities, cash and services were pledged. Canada's pledge totalled \$5 million in commodities and cash. An Intergovernmental Committee, of which Canada is a member, has now been established and has prepared a work programme. This, I may say, putting it very simply, is one of the concrete moves in the direction of a better world.

Canada also played a major role in the very serious question of radiation. We would be ill-advised to become so sophisticated that we lost our concern and indeed our fear of what is happening to the atmosphere, Canada moved, and was supported magnificently by the other members of the General Assembly, to set up a world organization for the dissemination of information on the harmful effects of radiation and to galvanize world opinion regarding those harmful effects.

. . . Canada's initiative in the Second Committee dealing with international economic relations, and in the conference on world trade development, was a most impressive and most successful one, and great credit is due to Senator Blois, who was our representative there, a worthy Maritimer who naturally did a most excellent job. There were many, many days when differences were quite acute as to when the conference should be held, how it would be held and who should be involved, but these serious differences have been ironed out and it is now set that the meeting will be held not later than 1964.



The Canadian hope is that, after careful preparation, the conference will achieve positive proposals for the expansion of trade, particularly by the developing countries, and, on December 20, Canada was elected a member of the Preparatory Committee, which will begin its meetings in January. Once again, this country, which some would have us believe is ill regarded in the international community, was chosen to take part in the planning of this important job.

Another problem which has been facing the United Nations for some time and is becoming increasingly acute is the very mundane problem of finances and how to keep the organization solvent. In this field, through the Fifth Committee, the Canadian Delegation was extremely active and I am glad to say extremely successful. We called for an appeal to the International Court in respect to the question of members' obligations regarding the very costly peace-keeping operations in which the United Nations is now engaged. Canadian acceptance of the Court's decision was naturally forthcoming, and, through our efforts in the Fifth Committee, steps have been taken which look very hopeful in respect to establishing a sound basis for the financial operations of the United Nations. In connection therewith, there comes into our minds what looks to be the happy solution of the vexatious Congo problem.

The United Nations General Assembly has seven committees operating for a period of three months and so . . . it would be quite a simple thing for one to carry on for a long time discussing briefly but a very few of these important avenues of goodwill and important overtures to a better and more peaceful world. . . .

It is recalled that a strong statement, which drew tremendous attention not only in Canada but elsewhere, was made by the Prime Minister in September 1960, and I would point out it was made in the presence of Mr. Khrushchov himself. Since that time, the present Government has dealt with that very important problem with consistency and persistency and has spoken out very strongly on a subject which should have been spoken on with greater strength long, long ago. It is just a little bit difficult to take when one hears the Soviet Union constantly denounce the United Kingdom and France on their colonial records; but last year, before the General Assembly, Canada suggested that the light of public opinion be thrown on the dark areas of tyranny within the Soviet Union. That was a strong statement of which Canadians may be very proud. . . .

## **The Nassau Meeting**

*The following statement was made on January 21 by Prime Minister John G. Diefenbaker:*

. . . At Nassau before Christmas I had discussions with the President of the United States and Prime Minister Macmillan on the grave policy questions facing the Western Alliance in the political and defence fields. I also had ex-

tensive discussions with Mr. Macmillan on the various problems of mutual interest to our two countries, and had the benefit of his views on the United States-British talks which had taken place prior to and for a short time after my arrival there.

The agreement reached by Britain and the United States at Nassau represents the first firm commitment to certain ideas concerning military policy in the Western Alliance which has been evolving for some time. I refer to problems mainly affecting the control of the nuclear-deterrent forces of the West. The British and United States leaders agreed that, in order to develop new and closer arrangements for the organization and control of the NATO defence effort, a start could be made by subscribing to NATO some of the nuclear forces already in existence, and in particular allocations from United States strategic forces, British Bomber Command and from tactical nuclear forces now held in Europe. This latter suggestion has relevance for Canada and in the NATO Council is now the subject of intensive discussion in which Canada is fully participating. For the longer term the British Prime Minister and the President agreed to the furnishing of "Polaris" missiles to Britain to be made available for inclusion in an eventual NATO multilateral nuclear force, with a similar offer to France.

At Nassau, the whole question was raised of how political and military control would be exercised in the future within the Western Alliance. The discussions among the Western allies are bound to continue for many months to come, and I would not expect any firm decisions in the near future. The Nassau agreement aims at preserving an objective long sought by this Government — namely, a limitation of the further enlargement of the "nuclear family" in the national sense.

It was also agreed at Nassau by the two leaders in question that, in addition to having a nuclear shield, it was important to have a non-nuclear sword and to increase the effectiveness of conventional forces available to the Alliance. It has been the policy of the Canadian Government to support the build-up of conventional forces in Europe. The House will recall that, on the occasion of the Berlin crisis in the autumn of 1961, Canada increased the strength of its forces in Europe. The purpose of increasing the conventional strength is to ensure that if the Western Alliance is ever faced with aggression from its enemies it will have sufficient strength in non-nuclear forces to avoid the disastrous choice between surrender and all-out nuclear war.

These are the important questions of strategy which are now in the process of being exhaustively examined in the NATO Council. Indeed, I believe that the whole future direction and shape of the military forces of NATO are now in process of review. The enormous costs of modern weapons systems and the speed with which they become obsolescent dictate the utmost care in reaching final decisions. It would be premature at this stage to say anything further about Western defence policy until there is a clear indication as to whether or not some form of NATO multilateral nuclear force can be worked out.

## Canada's Defence Policy

*The following is a partial text of the statement by Prime Minister Diefenbaker to the House of Commons on January 25:*

. . . One thing which we agree in all parts of the House is that everything possible should be done to maintain the strength of each of the nations within the free world, economically and strategically. We are in agreement that everything possible should be done to maintain our defences, while, at the same time, we should endeavour to attain that objective which, elusive as it has been for a thousand years, has represented the hope of all mankind.

I regret that the Secretary of State for External Affairs yesterday afternoon was unable to complete his summary of the contribution which has been made by Canada towards achieving disarmament and peace. However, even without elucidation on his part, I think Canadians everywhere realize that he has raised the standard of Canada in the United Nations to an extent that has brought honour to this country. . . .

### **Lessening Influence of Communism**

Internationally we live from time to time in the hope of bettering days. We also live between the hope of an assured peace and fear. We must maintain our defences. Of that there can be no question. But I think it is of interest that in the spiritual things the Western world is gaining strength among those countries which in the past have had a large or considerable Communist population. In Western Europe today the Communists are down to 60 per cent of the strength they had in the years immediately following the Second World War. One reason for that is the division which has taken place between Russia and some of her satellites and now between Russia and Communist China. Another reason is that conditions among the people economically are far better than they are behind the Iron Curtain. There were about 4 million card-carrying members of the Communist party in Western Europe after the war. That number is estimated today to be 2.4 million. Even people living in the Communist world, as they become prosperous, are losing their fanatical adherence to Communism.

Then there are the events which have taken place in the last few weeks. Mention was made of the meeting between President de Gaulle and Dr. Adenauer. The agreement signed represents a foreward step that could never have been contemplated 10 years ago. It shows that, in the international field today the word "never" should not be in our vocabulary. Indeed, I feel that more and more we should endeavour through trade and cultural exchanges to bring about an understanding of each other.

Take the situation recently in East Berlin, when the delegates booed the Chinese spokesman. Then there is the exchange of letters between the President of the United States and Chairman Khrushchov regarding nuclear testing. This is encouraging. Of course, if an agreement were secured without the adherence



of the French and particularly without the adherence of Communist China, it would not be too effective. All of these things point to better relations but we must in no way let our defences down. Admissions that things may be bettering should lead in no way to diminution in the need of our maintaining our defences.

### **Obligations Honoured**

. . . We shall make our decisions, and have, on the basis of Canada's security and the maintenance of our responsibilities internationally. We have made them and will continue to make them on the basis of no other consideration. I start at once by saying that any suggestion that we have repudiated any undertaking by Canada internationally is false in substance and in fact. Canada does not, has not and will not renege on her responsibilities. Let there be no doubt about that. . . .

. . . Defence is a complex problem, a difficult one not alone for Canada but for all the countries in the free world who are having difficulty in this connection. All of them have made expenditures for weapons and the like which, before they were produced, have had to be put in the scrap heap. Somebody said, and I think this is a slogan that appears on the walls of some of the defence establishments in the United States: "If it works it is obsolete." There has been a tremendous expansion in plans for defence and the media for defence. How often it has been found that before the weapons are ready for distribution they have already ceased to have any effect.

I want to point out a few general rules that we in this Government have adopted. We say we shall take adequate steps at all times to protect this country. We have taken these steps. Indeed, as the Secretary of State for External Affairs said on December 17 on his return to the House of Commons from the NATO conference in Paris, the various nations there without exception paid tribute to the degree to which Canada had carried out her responsibilities. There was some suggestion today that in the interest of collective security we should co-operate in things that, for us, would not be effective. The stand we take is this: Canada has co-operated and will co-operate, but she will not be a pawn nor be pushed around by other nations to do those things which, in the opinion of the Canadian people, are not in keeping with her sovereignty and her sovereign position.

Our general purpose has been to do our part to assure Canada's security, to work with our allies in close relationship, and at the same time press forward for disarmament, which is the only hope for peace. This is our purpose, this is our aim and our objective. Regardless of the political consequences, we will act to do those things that will carry out our responsibilities. We will fully co-operate with the countries of the Western alliance, but with policies in co-operation with them that are made in Canada and not elsewhere. We will maintain Canadian sovereignty, regardless of the pressures, of the views, of anyone visiting our country or otherwise. We will have a policy that remains flexible so as to meet changing conditions. We will do nothing to extend the nuclear family. We will

do our part to assure the continuance of the contribution of Canada to all UN forces designed to preserve peace.

Fundamental to our policy as it relates to other nations is the desire to be a useful and ever-ready agent for peace and for productive solutions, while at the same time pulling our weight. Some say you should take the advice of generals if they are eminent. This was not the view of President Eisenhower who had occupied the highest position in the Western world as a general. He did not say this until the last speech he delivered prior to giving up the Presidency. This is what he said at that time:

In the councils of government, we must guard against acquisitions of unwarranted influence, whether sought or unsought, by the military-industrial complex. The potential for the disastrous rise of misplaced power exists and will persist.

We must never let the weight of this combination endanger our liberties or democratic processes. We should take nothing for granted. Only an alert and knowledgeable citizenry can compel the proper meshing of the huge industrial and military machinery of defence with our peaceful methods and goals, so that security and liberty may prosper together.

This has been the view of Canadian leaders, too. Sir Robert Borden, in 1917, said: "They advise but the civil authority determines." . . .

I am going to deal with the question of nuclear weapons. This is a question that arouses in all of us those feelings of fear. I am going to deal with that at some length.

## **Nuclear Arms**

Nuclear weapons have a basis, for all peoples, of power and danger far beyond anything known before. Today, the United States has a preponderance of that power, and that caused Khrushchov to realize there would be no payoff in victory for the Communists if they moved forward. This was the essence of the Cuban question and of the stand taken by the President of the United States. . . .

The United States has today taken over the herculean responsibilities that Britain carried for a hundred years, and there is resting upon the President of the United States decisions the seriousness of which affect all parts of the world.

We have been confronted with serious difficulties and problems in the defence field since 1957. One of our first acts was to continue an arrangement which our predecessors had made, which permitted United States interceptor aircraft to fly over Canada. A few weeks later we entered into a NORAD agreement to establish a single separate effective control of North American defences. Forces of the United States and Canada were organized to defend our two nations against nuclear attack, and I point out, so far as the "Bomarc" is concerned, it was simply part of the plan, and was not to defend Canada. That is not its purpose. Its purpose is to preserve the Strategic Air Command from an attack which would prevent the Strategic Air Command from striking out with all its deterrent power. We organized to defend the bases of the deterrent nuclear force which has protected us, as well as the Western world, for the past half dozen years and more.

That agreement was worked out to the mutual advantage of both countries and Canadian officers have taken a full share of responsibility and have done outstanding work in carrying it out.

The question of defensive nuclear weapons is one that must receive the attention of all the countries. We believe strongly in limiting the spread of nuclear weapons at the independent disposal of national governments. . . .

In December 1957, I was one of those who attended the meeting of the NATO powers in Paris. We agreed to the establishment of stockpiles of nuclear warheads in NATO nations, to be readily available for use by nuclear forces in Europe who were then confronted with the threat of Russian nuclear weapons against them.

During 1958 the Canadian Government studied intensively the arms required by Canadian forces in modern circumstances, and we reached the decision we would provide aircraft for the purposes of NATO. At that time I made it perfectly clear, as I shall point out in a moment, that those forces would have to be equipped, in order to be fully effective, with defensive nuclear weapons if and when the need arose. That was recognized in taking the decision that was announced in September 1958, to install "Bomarc" anti-aircraft missiles in Canada.

. . . In 1958, when the "Bomarc" was first laid down as a plan, the great challenge to North America was believed to be bombers carrying bombs. That is what we thought. Today that is changed. More and more there is a phasing out in connection with the bomber threat as more and more intercontinental ballistic missiles are increasing in number. Those are some of the stands we have taken and I set forth the views of the Government on February 20, 1959, as quoted by the Leader of the Opposition. In accordance with that statement, we proceeded to acquire equipment, aircraft, launchers and other items necessary to enable the Canadian forces to be ready to use defensive weapons if and when that became necessary.

### **Strike-Reconnaissance Role**

In May 1959, the Supreme Commander of NATO forces visited Ottawa and proposed to the Government that the First Canadian Air Division in Europe should undertake a strike-reconnaissance role to protect the NATO forces from the first attack on them. That we placed before the House of Commons. The Government considered the proposal, and early in July announced its decision in the House to accept this role and to equip eight squadrons of the division to discharge it. Our Ambassador informed the NATO Council of this decision.

While nothing was specified about arming the aircraft with nuclear weapons, it was realized by all that this would be desirable and that nuclear weapons should be available as and when required, under joint control, in NATO stockpiles in accordance with the general NATO decision of December 1957, to which I have referred. Similarly, but less important, plans were made in connection with short-range defensive missiles. . . .



We have spent billions of dollars on defence since World War II. Much of what has been spent might be considered by some to have been wasted, but if it had not been for the defences we built up, and those associated with us, our freedom might long since have disappeared. Since the time we entered into these commitments I have referred to things which have changed greatly. It was not a mistake to take measures to ensure the necessary security, on the basis of the information we had then, even though in the light of subsequent events some of the things that were done had been proven, as with every country, to be unnecessary.

### **New Defence Conception**

I referred a moment ago to the tremendous strength of the United States. In December it was publicly stated that the United States had now 200 nuclear-tipped, intercontinental ballistic missiles in place and that American missiles — these were press reports — now include 126 “Atlas” missiles, 54 “Titans” and 20 “Minutemen”. In other words, they are moving in the direction of a new concept of defensive measures. Those new concepts were the result of the meeting in Nassau, to which I will later make reference.

No one can predict the future. We build today on the basis of information that we have. We provide the weapons today according to our best lights and following collaboration among those associated in this matter of defence. New forms of deterrent are being developed. Military mistakes and changes have been made by all the countries in the Western world. A short resume will give the committee some idea of how easy it is to say what should be done now on the basis of what was done earlier in the face of other circumstances.

Britain had the “Blue Streak”, a long-range missile which cost her some \$267 million. She gave it up. Recently the United States decided that the “Skybolt” would not be used. . . . What they decided was that in view of the uncertainty of this missile there was no real purpose in going on with it. But on the other hand, in Nassau the United States was willing to proceed, provided Britain would put up a corresponding amount of money in order to ascertain whether or not it could be made workable. By the spring of 1960 the United States had spent over \$3 billion on various forms of projects, military weapons and the like, that had to be cancelled or ended in their production.

We had to take the same course. Some people talk about courage. Well, we took a stand in reference to the “Arrow”. No one wanted to take that stand. . . . As I look back on it, I think it was one of the decisions that was right. Here was an instrument beautiful in appearance, powerful, a tribute to Canadian production. But people sometimes say to me: “How would it have defended Canada? What is the total area in which it would operate at full speed?” The answer is, 325 miles out and back, in a vast country like Canada. We could not get sales for it at all and the cost would have been \$7.5 million per unit. What a tremendous cost to this nation. This instrument that was otherwise beauti-

ful, magnificent in its concept, would have contributed little, in the changing order of things, to our national defence.

Every now and then some new white hope of rocketry goes into the scrap pile. We established the "Bomarc", the two units. They are effective over an area of only a few hundred miles. They are effective only against aircraft. People talk about change. Who would have thought three years ago that today the fear would be an attack with intercontinental missiles? This programme cost Canada some \$14 million. The United States put up the major portion of the total cost. I do not want to repeat, but it is necessary to do so, that with the advent more and more into intercontinental ballistic missiles the bomb-carrier is less and less the threat that it was.

### **Conventional Arms**

So what should we do? Should we carry on with what we have done in the past, merely for the purpose of saying, "Well, we started, and, having started and having proceeded, we will continue"? Should we do this in an area where mistakes are made? I am not dealing with those mistakes at the moment; but should we continue with such programmes, in the light of changing circumstances? These were not mistakes in judgement at the time, but the failure to be able to look ahead and read the mind of Khrushchov and those associated with him in the Presidium. More and more the nuclear deterrent is becoming of such a nature that more nuclear arms will add nothing materially to our defences. Greater and greater emphasis must be placed on conventional arms and conventional forces. We in Canada took a lead in that connection. In the month of September 1961, we increased the numbers of our conventional forces. There was criticism at the time.

I was in Nassau. I formed certain ideas. I read the communiqué that was issued there and I come to certain conclusions based on that communiqué. Those conclusions are as follows, and these are the views expressed also by the United States Under-Secretary of State, George W. Ball: that nuclear war is indivisible; that there should be no further development of new nuclear power anywhere in the world; that nuclear weapons as a universal deterrent is a dangerous solution. Today an attempt is being made by the United States to have the NATO nations increase their conventional arms. The Nassau agreement seemed to accept these three principles as basic, and to carry them out both countries agreed to assign to NATO part of their existing nuclear force as the nucleus of a multilateral force.

What was the plan? The "Skybolt", they said, had not been too successful — although it is ironical that the day after the communiqué the first one was successfully launched into space. The day is rapidly passing when we will have missile sites that are set, firm, on land. The new concept is the "Polaris" missile, which is delivered from a submarine. When the "Polaris" missiles are delivered to the United Kingdom as part of the multilateral force, Britain will not have her independent nuclear-deterrent power any more to the same extent, excepting to use these in a case of supra-national emergency.

## Nassau Communiqué

... I am going to read the paragraphs in question from the communiqué. They illustrate in a most striking way the state of flux of the defence of the free world. The communiqué shows that changes are taking place, and I will read the various paragraphs that set this out:

The President informed the Prime Minister that for this reason—

That was, that it was very complex, and so on;

... and because of the availability to the United States of alternative weapons systems, he had decided to cancel plans for the production of "Skybolt" for use by the United States. Nevertheless, recognizing the importance of the "Skybolt" programme for the United Kingdom and recalling that the purpose of the offer of "Skybolt" to the United Kingdom in 1960 had been to assist in improving and extending the effective life of the British V-bombers, the President expressed his readiness to continue the development of the missile as a joint enterprise between the United States and the United Kingdom, with each country bearing equal shares of the future cost of completing development.

Then the Prime Minister of the United Kingdom, while recognizing the value of this offer, decided, after full consideration, not to avail himself of it because of doubts which had been expressed about the prospects of the success of the enterprise. As an alternative, the President offered the "Hound Dog" missile; but the "Hound Dog" missile cannot be used on British aircraft because it would put the bottom of the aircraft too close to the ground, causing danger to those operating the planes.

The statement continues:

The Prime Minister then turned to the possibility of provision of the "Polaris" missile to the United Kingdom by the United States. After careful review, the President and the Prime Minister agreed that a decision on "Polaris" must be considered in the widest context both of the future defence of the Atlantic Alliance and of the safety of the whole free world. ... The Prime Minister suggested and the President agreed, that for the immediate future a start could be made by subscribing to NATO some part of the forces already in existence. This could include allocations from United States strategic forces, from the United Kingdom Bomber Command, and from tactical nuclear forces now held in Europe. Such forces would be assigned as part of a NATO nuclear force and targeted in accordance with NATO plans.

Finally, they came out in favour of this multilateral NATO nuclear force. Returning to the "Polaris", the President and the Prime Minister agreed that the purpose of their two governments with respect to the provision of the "Polaris" missiles must be the development of a multilateral NATO nuclear force in the closest consultation with other NATO allies. Accordingly, they agreed that the United States would make available a contribution of "Polaris" missiles on a continuing basis for British submarines and that the nuclear warheads for "Polaris" missiles should also be provided. These forces, and at least equal United States forces, would be made available for inclusion in a NATO multilateral nuclear force. At the same time, while they set up this multilateral force in embryo, the last paragraph points out that the President and the Prime Minister agreed that, in addition to having a nuclear shield, it was important to have a non-nuclear sword. For this reason, the communiqué concludes, they agreed on the importance of increasing the effectiveness of their conventional forces on a world-wide basis.



That is a tremendous step — a change in the philosophy of defence; a change in the views of NATO, if accepted by the NATO partners. Certainly it represents a change in the views of two nations which play such a large part in the NATO organization. They went further, as I understand it. They concluded that the day of the bomber is phasing out. Britain wanted a striking force of its own. Britain needed a delivery system produced at the lowest cost. Hence, the “Skybolt”. With the advent of the “Polaris” missile, the United States believed there was no longer need for the “Skybolt”, and this was agreed to by the Prime Minister of the United Kingdom. Who made the mistake? Are they to be condemned? No less than \$600 million was spent on the development of the “Skybolt”, which was believed to be the essence of defence measures for the United Kingdom itself. I point this out because everywhere in the world, as a result of Khrushchov’s changing moods, and vast improvements in technology both with respect to defensive and offensive warfare, the decisions of today are often negated tomorrow.

### **Illustrations of Defence Change**

When we say there has been a change, let me point out this fact. Only today in a dispatch from Washington, it is reported that President Kennedy called Livingston Merchant, a veteran diplomat, out of retirement to lead a government team which will prepare United States proposals for a nuclear force in Europe. This was announced yesterday in a statement read to the press by the President’s Press Secretary. The report says that although United States and British efforts to create a nuclear striking force under NATO have run into stiff resistance from the French, Mr. Salinger . . . said: “Mr. Merchant and his group will talk with French officials as well as with officials from other NATO countries.” All of us know the kind of man Mr. Merchant is — one of those dedicated servants who, in his period of office, did so much to increase the good relations between our country and the United States.

Concepts are changing. I do not intend to go now into many particulars but I ask Hon. Members who say there is no new strategy to read the article in one of the December issues of the *Saturday Evening Post*. The heading is “Our New Strategy — the Alternatives to Total War”, and the viewpoint given is that of Mr. McNamara, the Secretary of Defence of the United States.

Only on Wednesday, the Turkish Government is reported to have announced that “Jupiter” missiles were being removed from Turkey and “Polaris” weapons substituted. A similar announcement was made yesterday, I think, by Premier Fanfani of Italy. As far as these missiles are concerned, the reported proposal to replace the present missiles in Italy and Turkey by submarines mounted with “Polaris” missiles is an example of the rapid changes of these times. Obsolete missiles in vulnerable positions are being replaced by a relatively invulnerable weapon. . . . Since they are mobile, these “Polaris” missiles can be put in position or removed as the situation requires. They can be centrally controlled

by NATO or another agency. By having the weapons stationed at sea, the provocation of having them mounted on the territory of close U.S.S.R. neighbours is removed. Because they are relatively invulnerable, their effectiveness as a deterrent is all the greater.

I propose to review some of the views expressed by this Government on the question of defence and to go back over some of the various statements which have been made:

I said (*Hansard*, February 20, 1959, Page 1223) that, in keeping with the determination that Canada should carry out its task in a balanced, collective defence:

In keeping with that determination, careful thought is being given to the principles which in our opinion are applicable to the acquisition and control of nuclear weapons. The Government's decisions of last autumn to acquire "Bomarc" missiles for air defence and "Lacrosse" missiles for the Canadian Army—

(One doesn't hear anything more about "Lacrosse" missiles.)

— were based on the best expert advice available on the need to strengthen Canada's air defence against the threat to this continent and on its determination to continue an effective contribution to the NATO shield.

The full potential of these defensive weapons is achieved only when they are armed with nuclear warheads. The Government is, therefore, examining with the United States Government questions connected with the acquisition of nuclear warheads for "Bomarc" and other defensive weapons for use by the Canadian forces in Canada, and the storage of warheads in Canada. Problems connected with the arming of the Canadian Brigade in Europe with short-range nuclear weapons for NATO's defence tasks are also being studied.

It set this out in great detail. There is no concealment. There is complete revelation of what we are doing. I could read from *Hansard* year by year. As found at page 1223 of *Hansard* for 1959, I said this:

It is our intention to provide Canadian forces with modern and efficient weapons to enable them to fulfil their respective roles. . . . It is the policy of the Canadian Government not to undertake the production of nuclear weapons in Canada. . . . We must reluctantly admit the need in present circumstances for nuclear weapons of a defensive character.

Then again, . . . on a number of occasions I stated that there was no expectation of an early conclusion of a formal agreement. On January 18, 1960, as found at page 73 of *Hansard*, I said this:

Eventually Canadian forces may require certain nuclear weapons if Canadian forces are to be kept effective.

Then again:

Negotiations are proceeding with the United States in order that the necessary weapons can be made available for Canadian defence units if and when they are required.

That was always of the essence throughout in the stand that we took. I cannot comment in detail on these negotiations but I wish to state that arrangements for the safeguarding and security of all such weapons in Canada will be subject to Canadian approval and consent. Then again, on February 9, 1960:

If and when Canada does acquire nuclear weapons, it will be in accordance with our own national policies and with our obligations under the North Atlantic Treaty.

Again on July 4, 1960, I said a similar thing. As found at Page 5653 of *Hansard*, I said this:

In so far as general policy is concerned, we are always in this position. On the one hand, we are desirous of attaining disarmament; on the other hand, we have to discharge our

responsibility of ensuring to the maximum degree the security of the Canadian people. . . .

And so on. Again, in July, I mentioned the matter, and again in August:

. . . We are, therefore, going ahead with the procurement of vehicles which can use these nuclear weapons, but the decision as to the acquisition of the nuclear warheads depends on circumstances which might develop some time in the future.

Throughout we have followed that course. I do not wish to fill the record, but again on November 23, 1960, I was asked to give a report and I said I would refer the Hon. Gentleman to what was said on January 19 and February 20, both in 1959; January 18, 1960; February 9, 1960; July 4, 1960, and July 14, 1960. On November 30 I said this:

. . . The position of Canada is completely unchanged. We have made it perfectly clear that, when and if nuclear weapons are required, we shall not accept them unless we have joint control.

There has been no suggestion at any time of any watering down of that stand. Then again on September 20, 1961:

However, and I emphasize this, in each of the instruments that we have, the "Bomarc" and the "Voodoos," nuclear weapons could be used. The defensive weapons requirements of Canada and the need for the preservation of security will be the overriding consideration in the mind of this Government.

And so on throughout the entire piece. Then, as well in various speeches made outside of the House of Commons, I underlined this fact, namely that we were in a position where nuclear weapons could be secured and would be secured in the event that the circumstances at the time made such a course reasonable and necessary. I went further in that connection when I said this:

Would you, in 1961, faced by the overwhelming power of Soviet might in East Germany close to West Berlin, with large divisions fully armed, would you place in the hands of those who guard the portals of freedom nothing but bows and arrows? They would stand against overwhelming power—it is as simple as that.

Throughout the election campaign I followed the same course. In the two speeches I made before the United Nations I asked, as had the Secretary of State for External Affairs . . . for the abolition of nuclear weapons, the end of nuclear weapons, the systematic control of missiles designed to deliver nuclear weapons of mass destruction, the designation and inspection of launching sites for missiles, the abolition of biological and chemical weapons and the outlawing of outer space for military purposes. That has been our course throughout.

X During the election campaign, however, with the change in circumstances that had been taking place from the point of view of defence, I outlined the position of this party in a speech which I made in Brockville. It was not too successful, judging by the results, but I spoke there during the campaign and I said this:

We shall not, so long as we are pursuing the ways of disarmament, allow the extension of the nuclear family into Canada . . . We do not intend to allow the spread of nuclear arms beyond the nations which now have them.

Those, in short, are the views expressed, with one exception. . . . On June 12, 1961, I set out in detail the arrangements that had been arrived at between Canada and the United States (regarding the arming of 60 F-101B interceptors with nuclear weapons). I think I had better read from it:



For some time representatives of the Canadian and United States Governments have been working on an agreement relating to the defence of Canada, more particularly to air defence and to the Canada-United States production-sharing programme. The objective of such an agreement was to reflect the desire of both Governments to ensure more effective use of the productive capacities, skills and resources of each country and at the same time to demonstrate our mutual determination to improve the defensive strength of NATO and particularly of NORAD under it . . .

In consideration of the financial and other benefits which will accrue to the United States as a result of Canada's assumption of additional responsibilities under the Pine Tree agreements, Canada will be furnished with 66 F-101B interceptor aircraft and appropriate support equipment. These aircraft, title to which will be vested in Canada, will be armed with conventional weapons.

. . . That is the background. That is the recital of some of the stands we have taken and which are consistent throughout and which, when read in conjunction one with the other reveal the situation as we saw it. . . .

### Summary

To summarize our viewpoint, there is a will to peace, as the Secretary of State for External Affairs said yesterday. There is progress being made. We must maintain our defence. We shall not allow Canada to be placed in a subservient or unsovereign position. We shall follow the course that we have been following — one that has been consistent. It has been one of calm consideration of the matters as they arise.

We know . . . that the way to prevent nuclear war is to prevent it. What course should we take at this time? I emphasize what I have already stated, that we shall at all times carry out whatever our responsibilities are. I have said that strategic changes are taking place in the thinking of the Western world, and there is general recognition that the nuclear deterrent will not be strengthened by the expansion of the nuclear family. With these improvements in the international situation, this is no time for hardened decisions that cannot be altered. We must be flexible and fluid, for no one can anticipate what Khrushchov will do.

A meeting is about to take place in Ottawa of the NATO nations. They will meet here from May 21 to 23 and the very fact that they are meeting here indicates the attitude towards Canada and the feeling of the NATO nations towards her. . . .

What shall our attitude be? It will not be one of recklessness, not one of making final decisions in the face of a changing world. I mentioned Nassau a moment ago and, as one examines what took place there, he realizes that we are living in a new and changing world of defence realism. . . .

I have said earlier that all the nations made mistakes, \$3 billion worth of mistakes and more, up to 1960, but the fact that a mistake may have been made, or may not have been made, should not be a basis for the continuation of a policy just because to admit it would be wrong. Delivery of the F-104G has commenced, but the strike-reconnaissance role has been placed under doubt by the recent Nassau declaration concerning nuclear arms, as well as other developments both technical and political in the defence field. It will be necessary,

therefore, at this meeting in May, for Canada to give consideration to this matter and we will, in co-operation with the nations of NATO, undertake a clarification of our role in NATO defence plans and disposition.

We are united in NATO. We have never and will never consent to Canada breaking any of her pledged words or undertakings. It is at that meeting, where there will be reviewed the entire collective defence policy, that we shall secure from the other member nations their views, and on the basis of that we will be in a position to make a decision, a consistent decision, first to maintain our undertakings and secondly to execute, if that be the view, the maintenance of our collective defence. In the meantime the training of Canadian forces in the use of these weapon systems can continue.

So far as NORAD is concerned I have said at the beginning of my remarks that Canada's sovereignty must be maintained. We shall continue our negotiations. They have been going on quite forcibly for two months or more. . . .

There was never any concealment of the fact. We will negotiate with the United States so that, as I said earlier, in case of need nuclear warheads will be made readily available. In other words, we will be in a position to determine finally, in the interests of Canada and our allies, the course to be followed in the light of changing circumstances in the disarmament field, which have become encouraging recently through Khrushchov's acceptance of even a minimum observation of nuclear testing. We will discuss with the nations of NATO the new concept of a nuclear force for NATO. If that concept at Nassau is carried into effect, much of our planning in the past will pass out of existence.

. . . It is so easy to say what should be done. Conscientiously and honestly we have tried, in the face of changing conditions, to bring about peace. We do not want to do anything at this time to rock the boat. If in the progress of disarmament it is found that we are beginning to approach that new era that all of us look forward to, the NATO nations meeting together can make that determination in agreement that is best for each and all. If, on the other hand, there is going to be set up a multilateral nuclear force, then all our planning to date, or most of it, will be of little or no consequence. I know they say: "Make decisions. Be concrete; be direct". . . . Recklessness was never evidence of decisiveness. We will, as a result of the fullest discussion and consideration, determine a course which I believe now means a vast alteration in all the defensive techniques that we have accepted in the last few years, and we will come back to Parliament and place before it the considered view of this Government.

. . . All of us should be true Canadians when facing a problem that touches the heartstrings of each and every one of us. My prayer is that we will be directed in this matter. Some may ridicule that belief on my part. I believe that the Western world has been directed by God in the last few years, or there would have been no survival. I believe that will continue. My prayer is that we shall so live as to maintain not only the integrity of Canada and its high reputation by carrying out our responsibilities, but at the same time that we will b

right, that the Canadian people will be able to say that, whatever decision is made, it was made with every consideration being given to all those moral and psychological things that form one's make-up.

I would rather be right . . . so that those who come after may say: "He refused to be stampeded. He refused to act on the impulse of the moment. He and his colleagues together, with the support of the Canadian Parliament, brought about a policy, in co-operation with their allies and by influence over their allies, that led to the achievement of peace."

## **Commonwealth-U.S. Air-Defence Mission**

*On January 23, Prime Minister Diefenbaker made the following announcement:*

I wish to inform the House that, as part of the continuing effort to give help and support to India in her present difficulties, Canada is to participate in a joint Commonwealth-United States air-defence mission, which will leave London for India on January 29 at the invitation of the Indian Government. The United Kingdom and Australia will also be represented in the Commonwealth component of the mission. It will examine with the Indian Air Force the problems it faces and the technical requirements involved in organizing an effective air defence against the possibility of any further Chinese aggression. The team includes Air Commodore Mount of the Royal Air Force, Brigadier General Tipton of the United States Air Force, Group Captain Murray of the Royal Canadian Air Force, and officers of the Royal Australian Air Force.

I think I should point out that the mission is of a technical nature, and that its purpose is purely exploratory. Furthermore, no decisions will be taken by the mission, which is empowered only to report to the four sending governments. It will be up to each government to decide whether it will render assistance in improving the air defence of India and, if so, what type of assistance might be feasible. Furthermore, the sending of this mission does not imply any judgment concerning the prospects of success in the talks which may take place shortly between India and China. Whether such talks are going to take place at all is a subject which is today being debated in the Indian Parliament.



## APPOINTMENTS AND TRANSFERS IN THE CANADIAN DIPLOMATIC SERVICE

- Mr. K. L. Checkland posted from the Canadian Consulate General, Hamburg, to Ottawa. Left Hamburg December 20, 1962.
- Mr. F. M. Bild posted from Ottawa to the Canadian Embassy, Tokyo. Left Ottawa December 27, 1962.
- Mr. T. J. Arcand posted from Ottawa to the Canadian Embassy, Yaoundé. Left Ottawa December 30, 1962.
- Mr. K. Goldschlag posted from the Canadian Embassy, Vienna, to the Office of the High Commissioner for Canada, London. Left Vienna December 30, 1962.
- Mr. A. S. Whiteley appointed Canadian Consul-General in Seattle, effective January 1, 1963.
- Mr. L. Mayrand appointed Canadian Ambassador to Argentina. Left Ottawa January 4, 1963.
- Mr. M. DeGoumois posted from Ottawa to the Office of the High Commissioner for Canada, London. Left Ottawa January 4, 1963.
- Mr. J. A. Irwin posted from the National Defence College, London, to Ottawa. Left London January 4, 1963.
- Mr. G. F. Bruce posted from the Office of the High Commissioner for Canada, Colombo, to the Canadian Embassy, Vienna. Left Colombo January 10, 1963.
- Miss C. Gillies posted from Ottawa to the Canadian Embassy, Moscow. Left Ottawa January 12, 1963.
- Mr. T. P. Malone appointed Canadian Ambassador to Iran. Left Ottawa January 15, 1963.

## TREATY INFORMATION

### Current Action

#### Multilateral

Declaration giving effect to the provisions of Article XVI:4 of the General Agreement on Tariffs and Trade.

Signed by Canada April 14, 1961.

Entered into force November 14, 1962.

Procès-verbal extending the declaration on the provisional accession of Argentina to the General Agreement on Tariffs and Trade.

Geneva November 7, 1962.

Signed by Canada December 19, 1962.

Supplementary convention on the abolition of slavery, the slave trade, and institutions and practices similar to slavery.

Signed by Canada September 7, 1956.

Canada's Instrument of Ratification deposited January 10, 1963.

Entered into force for Canada January 10, 1963.

### PUBLICATION

*Canada Treaty Series 1961 No. 1.* Indus Basin Development Fund Agreement. Signed at Karachi September 19, 1960. Entered into force January 12, 1961.

*Canada Treaty Series 1961 No. 3.* Exchange of Notes between Canada and the United States of America concerning co-ordination of pilotage services in the waters of the Great Lakes Basin (with a memorandum of arrangements). Washington, May 5, 1961. Entered into force May 5, 1961.

*Canada Treaty Series 1961 No. 4.* Exchange of Notes between Canada and the Federal Republic of Germany concerning the training of student pilots of the German Air Force by an advisory group of the Royal Canadian Air Force in the Federal Republic of Germany. Bonn, April 18 and 20, 1961. Entered into force April 20, 1961.

*Canada Treaty Series 1961 No. 5.* Exchange of Notes between Canada and the United States of America concerning improvement of the air defence of the Canada-United States region of NATO, the Defence Production Sharing Programme of the two governments and the provision of assistance to certain other NATO governments. Ottawa, June 12, 1961. Entered into force June 12, 1961.

*Canada Treaty Series 1961 No. 7.* Exchange of Notes between Canada and the United States of America concerning the disposal of excess United States property in Canada. Ottawa, August 28 and September 1, 1961. Entered into force September 1, 1961.

*Canada Treaty Series 1961 No. 8.* Arrangement between the Government of Canada and the Government of Japan. Signed at Tokyo September 5, 1961. Entered into force September 5, 1961.





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## *Contents*

*March 1963*

Banning Nuclear Tests .....	122
The Cost of Keeping the Peace .....	125
The International Joint Commission .....	141
UNESCO General Conference 1962 .....	146
The End of Secession in Katanga .....	154
Conferences .....	157
Appointments and Transfers in the Canadian Diplomatic Service .....	158
Treaty Information .....	159

# Banning Nuclear Tests

## A RENEWED EFFORT

*The 18-Nation Disarmament Committee resumed its discussions of disarmament and related questions in Geneva on February 12, 1963, having been recessed since December 20, 1962. During the interval, an exchange of letters had taken place between President Kennedy and Chairman Khrushchov concerning a nuclear-test ban agreement, which resulted in a further narrowing of differences between the two major nuclear powers on this crucial issue.*

*In his opening statement in the Disarmament Committee on February 14, the Canadian representative urged that first priority be given to reaching final agreement on the cessation of nuclear-weapons tests and that more time and effort be devoted to collateral measures of disarmament that could be put into effect quickly, thus relieving international tension and facilitating general and complete disarmament. The text of his remarks on those points follows:*

... This morning I shall be confining my remarks in the main to the question of the cessation of nuclear-weapons tests. The Canadian delegation strongly urges that this conference should focus its attention and its major efforts on this area until success is achieved, both because of the intrinsic importance of the matter and because the nuclear powers, in their negotiations on this question, are so close to agreement. Of course we hope that the conference will soon resume discussion on the other important subjects that are before it. In particular, I welcome the statements which we have already heard in favour of greater emphasis on the work of the Committee of the Whole. We fully endorse the view that, in this round of negotiations, we should spend much more time and effort on collateral measures than we have done in the past. We share what seems to be a general feeling among those who have already spoken that it has become increasingly important to agree upon a number of those measures. If we are to realize a far-reaching programme of disarmament, it is self-evident that a climate of trust and co-operation between the two sides must be created.

### **Collateral Measures**

We have noted in the statements made — and in particular I would refer to the statement made this morning by our Czechoslovakian colleague — that the Soviet Union and other socialist states favour a certain number of interim measures and we know that the Western powers have other collateral measures that they would like to have discussed. Because one side wants to discuss certain of these collateral measures and the other side other measures, is it necessary for all of them to be ignored and for none of them to be discussed? The Canadian

delegation would like to urge the co-chairmen to make a selection for discussion from the subjects which have been put forward as measures which can reduce the risk of war and can help to improve the climate for general disarmament. We have tried to do that before but unfortunately we have not achieved very important results in that particular area. We feel that if, in conjunction with agreement on a test ban, we could develop agreements on a number of collateral measures, this conference would have gone far towards reversing the arms race.

But I believe we are all agreed that the most promising avenue for immediate progress is to press for the conclusion of a treaty to halt nuclear tests. In the view of the Canadian delegation, a decisive point has been reached in the proceedings of the 18-Nation Disarmament Committee. In the next few weeks this conference must show that it can achieve results on that all-important question if it hopes to retain the confidence of the nations which have set it its task. That is a sobering thought, but we can undertake renewed efforts to negotiate a test-ban treaty encouraged by the fact that the problems involved have been simplified since we last met.

### **A Common Basis Re-established**

The recent exchange of letters between Chairman Khrushchov and President Kennedy would appear to have brought an agreement on the cessation of nuclear tests almost within our grasp. We warmly welcome the evidence in those letters that both sides seem prepared to make the changes in their respective positions which are necessary if a mutually acceptable accord is to be reached. The Canadian delegation has also been encouraged by the tone of most of the references to the test-ban question which are contained in the opening statements made by the representatives of the nuclear powers. In our view, the recent statements by the two sides demonstrate that disagreement over the matters of principle which for so long blocked the discussion is now finally removed. As was pointed out on Tuesday, and again today, by the representative of Italy, a common basis has been re-established upon which permanent agreement can be built. The fundamental elements which should go towards making up a test-ban system now appear to be agreed. That is a major step forward, and it presents this conference with an opportunity which we cannot afford to let slip.

What should be our next step? I think the answer to that question is clear. Both sides now agree that the system under which they would be prepared to enter into a treaty to ban all nuclear tests would be composed of three principal elements: First, nationally manned and operated seismic stations; second, a number of automatic recording stations which would both provide a cross-check of the data received by the international centre from nationally-manned stations and would themselves provide additional data; and finally, a number of on-site inspections which would provide assurance that the *residua* of unidentified phenomena are not the result of nuclear explosions.

A difference of opinion still exists over the number of automatic stations and the number of on-site inspections which are required. It seems to us, as it does



to our Italian friends, that the best method to resolve the difference is simply to set it aside for the moment and to concentrate on serious negotiation on the details of what both sides accept as the three fundamental components of the system. We are confident that, if those negotiations are conducted with goodwill on both sides, the difference which exists over the number of inspections will become less of an obstacle. Indeed, it seems to us that the question of numbers cannot possibly be decided until both sides have reached a clear understanding of and agreement upon precisely what is involved in the three basic elements which all agree the treaty should establish. At the present time, no one can say on the question of inspections that the number of three is right, that the number of ten is right or that the number of six and a half is right.

Therefore, the Canadian delegation earnestly appeals to the nuclear powers represented here to undertake without delay the negotiations for which a basis has been well laid in the letters which Chairman Khrushchov and President Kennedy exchanged at the turn of the year. We hope that those negotiations will continue in private and in formal negotiations between the nuclear powers in the Sub-Committee on the Discontinuance of Nuclear-Weapon Tests and that there will be frequent reports to the Committee of the Whole. For its part, the Canadian delegation will do anything it can do to help towards a successful outcome. We would appeal to all concerned to show the goodwill and willingness to compromise which was apparent in the exchange of correspondence that I have cited.

### **A Final Effort**

Now that the most difficult steps towards agreement have been taken, what is needed is a final effort to overcome the few outstanding differences which separate these two sides. Some of us here have been reading with admiration of the feats of certain mountaineers — French, Italian and German — who recently conquered in terrible weather heights which have never before been reached by man in winter. It does seem to me that perhaps we should take inspiration from that fact. The nuclear powers are within a few scores of metres from the top of these peaks, having got there with great difficulty. We should like so see them make the further effort to surmount the top. What is needed is a final effort to overcome the few outstanding differences which separate the two sides. Those differences are small indeed compared to the obstacles which existed when the nuclear-test ban was last discussed in this Committee. Any disadvantage which either side might possibly suffer by making a compromise is of small significance when compared to the benefits which would flow from a nuclear-weapon test-ban agreement. It remains for this conference to fulfil its responsibility by ensuring that the final negotiation over the details of a treaty on the cessation of nuclear-weapon tests is quickly and successfully concluded.

# The Cost of Keeping the Peace

**B**EFORE 1956, the United Nations was not involved in major peace-keeping activities involving financial burden on the membership as a whole. However, since that year, the organization has undertaken two large-scale peace-keeping operations of an emergency nature which were to be financed to a large extent by assessments on the membership as a whole. Therefore, in a period when regular budget assessments have increased approximately 60 per cent, from \$46.2 million in 1956 to \$74.1 million in 1962, as a result of an expansion of United Nations activities stemming in part from a rapid expansion in membership (34 per cent in the same period), assessments for major peace-keeping activities have increased from \$15 million in 1957 to a maximum of \$119 million in 1961 (a 700 per cent increase).<sup>1</sup>

The measures adopted by the Assembly to finance the United Nations Emergency Force (UNEF) and the United Nations Operation in the Congo (ONUC) have been taken under pressure of the urgent need for funds, have, consequently, been of an *ad hoc* nature and, as a result, have not been completely satisfactory. The basic formula for UNEF and ONUC assessments has changed three times since 1957 — from the regular scale, with reductions for all members based on the amount of voluntary contributions, to a formula of 50 percent reductions, based on the receipt of voluntary contributions, for (at least) members with assessments of .04 per cent under the scale used in conjunction with the regular budget and, finally, to a combination of 80 percent and 50 percent reductions, depending on scale of assessment under the regular budget and the receipt of technical assistance under the Expanded Programme of Technical Assistance (EPTA). These changes in the method of apportionment have made a substantial difference in the dollar assessments for the majority of members (in 1961, 78 out of 99 countries received reductions), but have not had an appreciable effect on the prompt payment on assessments.<sup>2</sup>

In spite, however, of the reductions granted, and even though, on the average, only about 36 per cent of the membership voted against or abstained on UNEF and ONUC financing resolutions over the past six years, on December 31, 1962, about 65 per cent of the members were in arrears with respect to UNEF and ONUC assessments.<sup>3</sup> In the case of 1961 assessments alone, 60 per cent of that year's members are in arrears. Thus, while a majority of member countries have been prepared to support United Nations peace-keeping activities in principle, an even larger majority have been unable or unwilling to pay their assessed share

<sup>1</sup>See Annex 1.

<sup>2</sup>For example, a country assessed at .04 per cent would be assessed about \$6,000 when major peace-keeping costs were \$15 million in 1957, but would be assessed approximately \$11,800 in 1961, when UNEF and ONUC costs were \$119 million.

<sup>3</sup>See Annex II.

of the costs of such operations. As a result of the refusal or inability of some members to pay their UNEF and ONUC assessments, arrears for these two operations totalled \$103.9 million as of December 31, 1962.<sup>1</sup> In addition about \$17.7 million was owed in respect of regular budget assessments.

The result of this rapid increase in arrears has been to place the United Nations in serious financial difficulties. Moreover, the figure of \$121.6 million for total arrears does not provide a comprehensive picture of the United Nations financial situation, since UNEF and ONUC costs for the last six months of 1962 and for 1963 have not been apportioned among members. Expenses for UNEF and ONUC during the last half of 1962 were approximately \$69.6 million, making the total gap between assessments and expenses about \$191.2 million. The sale of United Nations bonds, authorized as a temporary financial expedient, has provided a cash in-flow of approximately \$121 million.<sup>2</sup> However, even with this injection of badly needed funds, the cash shortfall will probably continue to increase significantly during the first half of 1963, as the un-assessed costs of UNEF and ONUC continue.

In order to enable the United Nations to continue to perform its responsibilities effectively in the Congo and in the Middle East and to meet its normal expenses, the Secretary-General has been forced to borrow from other accounts under his control. Some members have made voluntary donations. There have been some delays in the payment of the organization's expenses. In addition, at its recent sessions, the General Assembly has been increasingly concerned with the problem of trying to find some acceptable method of ensuring the United Nations the funds necessary to perform its functions effectively under the Charter. Since the financial arrangements for UNEF and ONUC were adopted on an *ad hoc* basis and since the United Nations is facing a financial crisis, many members now believe that the time has come to attempt to find a more permanent method of financing UN peace-keeping activities. It is this aspect of the question that forms the major portion of this article.

### **Peace Financing 1956-1959**

Before 1956, the United Nations had undertaken several peace-keeping operations (for example, in Kashmir and Korea) which did not create serious financial strains for the organization or its members, since they were either relatively small-scale operations or were financed by large voluntary donations. However with the crisis which developed in the Middle East in 1956, the situation changed drastically. As part of the action taken by the General Assembly, meeting in emergency session under the "Uniting-for-Peace" procedure, a Canadian draft resolution was adopted calling for the establishment of an international emergency force. Although the debates at the time were acrimonious, this resolution was adopted without a dissenting vote.<sup>3</sup>

<sup>1</sup>See Annex I.

<sup>2</sup>See Annex IV for pledges and purchases of United Nations bonds by country.

<sup>3</sup>For additional information on the Middle East crisis, see "External Affairs", Vol. 8, No. 11, and Vol. 9, Nos. 1, 2, 3, 5, 6, 7 and 12.



The question of financing UNEF was left until later in the session so that the Assembly might consider in detail the financial aspects of the operation. After prolonged debate on how UNEF should be financed, the Assembly adopted Resolution 1122 (XI), which set up a special account of \$10 million to be advanced from the Working Capital Fund to meet expenses in 1957. The major opponents of apportioning the costs of UNEF among the membership were the Soviet-bloc countries, which argued that the powers responsible for the aggression should bear the cost of any United Nations operation required and that the establishment of the Force was unconstitutional. Later in the session, the Assembly also adopted a Canadian co-sponsored proposal (as Resolution 1089) that apportioned \$10 million among member states in accordance with the scale of assessments adopted for contributions to the regular budget. This was done "without prejudice to the subsequent apportionment of any expenses in excess of \$10 million which might be assumed", and established a Committee composed of Canada and eight other members to examine the apportionment of any expenses in excess of \$10 million. Later, the Assembly, in Resolution 1090 (XI), authorized the Secretary-General to incur expenses up to \$16.5 million during 1957.

Thus, in spite of the divergent and strongly held views of a number of members, some of whom indicated their unwillingness to contribute, the Assembly did not derogate from the principle of collective responsibility for the financing of UNEF. In 1957 the problem of arrears first arose when some members (notably the Soviet bloc, most Arab states and several Latin American countries) carried out the intention they had declared at the eleventh session and did not pay their assessments for UNEF. However, at the twelfth and subsequent sessions, the Assembly continued to adopt resolutions appropriating funds on the basis of the regular scale of assessments for the continuing cost of UNEF. Thus, in successive years, the Assembly adopted Resolution 1151 (XII), which appropriated up to \$13.5 million, in addition to the amounts previously authorized for 1957, and authorized expenditures of up to \$25 million in 1958, and Resolution 1337 (XIII), which appropriated up to \$19 million for 1959.<sup>1</sup> One of the more important facts about the resolutions for financing UNEF adopted from 1956 to 1959 was that any voluntary contributions received reduced the total amount to be apportioned among all member states.

### **Peace Financing 1960-1962**

At the fourteenth session it became evident that arrears with respect to UNEF were mounting steadily (\$19.5 million for 1957-59 as of October 31, 1959), and that there was considerable opposition from the less-developed countries, with relatively low capacities to pay, to contribute their share of UNEF costs at the regular scale of assessments. They saw little likelihood that the size of the Force could be reduced substantially or that it would cease to be needed in

<sup>1</sup>See Annex III

the immediate future. As a result of these attitudes, the Assembly adopted at the fourteenth session Resolution 1441 (XIV), which authorized expenditures of \$20 million for UNEF in 1960, to be apportioned on the basis of the regular scale of assessments.<sup>1</sup> However, since pledges of voluntary donations of \$3.5 million were already announced, these donations were to be applied as a credit to reduce the assessments by 50 per cent of as many states as possible, starting with those countries assessed at .04 per cent under the scale used for the regular budget. This new method of determining assessments differed from the previous method in that, under Resolution 1441, voluntary donations would reduce the assessments of members with the lowest rates under the regular scale, rather than reduce the total to be apportioned among the membership as a whole.

The problems of financing UNEF were seriously compounded in 1960 by developments in the Congo.<sup>2</sup> On July 14, 1960, the Security Council adopted a resolution calling for the withdrawal of Belgian troops and authorized the Secretary-General to provide the Congolese Government with military and technical assistance to enable it to resume control. The United Nations Operation in the Congo (ONUC) was established and the Force entered the Congo early in July. Subsequently, the General Assembly, again acting under the "Uniting-for-Peace" procedure, reaffirmed the earlier resolutions of the Security Council (Assembly Resolution 1474 [ES-VI] of September 20, 1960). Shortly afterward, when the question of financing ONUC arose, the debate followed a pattern similar to that of the eleventh session, when UNEF financing was considered.

At the fifteenth session, the Assembly adopted two resolutions on the financing of ONUC.<sup>3</sup> Resolution 1583 (XV) stated that expenses of the Force constituted expenses of the organization within the meaning of Article 17(2) of the Charter and that assessments created binding legal obligations on members to pay, established an *ad hoc* account for the Congo, apportioned \$48.5 million on the basis of the regular scale of assessments, granted reductions, on request, based on voluntary donations that would reduce up to 50 per cent the assessments of new members in 1960 and those members with the lowest rates of assessments and called on the former trustee (Belgium) to make a substantial voluntary contribution. Resolution 1590 authorized the Secretary-General to incur expenditures up to \$24 million during the first three months in 1961, and deferred consideration of 1961 ONUC financing until the resumed session in the spring of 1961. With regard to UNEF costs in 1961, the Assembly adopted Resolution 1575 (XV), which authorized expenditures of \$19 million, to be apportioned on the basis of a formula similar to that of Resolution 1583.

When the Assembly met at its resumed fifteenth session, the problem of finding sufficient funds to cover the costs of peace-keeping operations was becoming critical. Some members still refused to pay their assessed share of UNEF

<sup>1</sup>See "External Affairs", January 1960, pp. 471-474.

<sup>2</sup>See "External Affairs", August 1960, pp. 754-756.

<sup>3</sup>See "External Affairs", January 1961, pp. 3-4 and 7-8, and June 1961, pp. 211-212.

and ONUC costs, while others, in spite of the reductions granted, were not prompt in making their payments. As a result, when Resolution 1619 (XV) on ONUC financing was adopted, it authorized the Secretary-General to expend \$100 million during the first 10 months of 1961, to be apportioned on the basis of the regular scale of assessments, but granted even larger reductions than previous resolutions. Resolution 1619 also introduced a significantly different formula for granting reductions. It reduced by 80 per cent the assessments of members whose regular rates were between .04 per cent and .25 per cent, granted 80 percent reductions to members receiving technical assistance under the Expanded Programme of Technical Assistance (EPTA) in 1960 and whose contributions ranged from .26 per cent to 1.25 per cent under the regular scale and allowed a 50 percent reduction in the assessments of members receiving technical assistance under EPTA whose assessments were over 1.26 per cent. In other words, Resolution 1619 differed substantially from previous UNEF resolutions since reductions were not made dependent on the receipt of voluntary contributions but were based, in part, on the receipt of technical assistance and varied with the scale of assessments. As a result of this new formula, the essence of which was capacity to pay, 78 countries out of a total membership of 104 received reductions totalling \$15.3 million in 1961. The result was that there was an increased need for voluntary contributions, which came primarily from the United States.<sup>1</sup>

It became evident in 1960 that, as a result of the growing gap between expenditures and income, the United Nations was heading toward a period of financial crisis. In an effort to find a more permanent and acceptable method of financing peace-keeping operations, Canada co-sponsored a resolution at the resumed fifteenth session that called for the establishment of a working group to study the problem and report to the Assembly at its sixteenth session. Resolution 1620 (XV) was subsequently adopted and created a Working Group of 15 on the Examination of Administrative and Budgetary Procedure of the United Nations.<sup>2</sup> The Working Group held two series of meetings in 1961 in an effort to find an acceptable method of financing peace-keeping. However, the Group was hampered by legal, constitutional and political disagreements and was unable to reach agreement in its report (Document A/4971).<sup>3</sup> It did, however, outline a number of factors, criteria and principles related to the question and, as a result of its discussions, the idea of requesting an advisory opinion from the International Court of Justice emerged.

At the sixteenth session, the differences of opinion that prevailed at previous sessions and in the Working Group were again evident and, even after lengthy debate, it proved impossible to reach agreement on resolutions that would appropriate funds for UNEF and ONUC in 1962. The fact that arrears had reached

<sup>1</sup>See Annex III.

<sup>2</sup>The Working Group of 15 was appointed by the President of the Assembly and was composed of Brazil, Britain, Bulgaria, Canada, China, France, India, Italy, Japan, Mexico, Nigeria, Sweden, the U.A.R., the U.S.S.R. and the United States.

<sup>3</sup>See "*External Affairs*", November 1961, p. 376.



a total of \$65.4 million by September 14, 1961, did not deter the Assembly from adopting Resolutions 1732 and 1733 (XVI), which respectively appropriated ONUC and UNEF expenses only for November 1, 1961, to June 30, 1962, and for the first half of 1962 on the same basis (80 percent reductions) as Resolution 1619 (XV), while they authorized expenditures for both ONUC and UNEF for the remainder of 1962 without provision for assessment.<sup>1</sup> To enable the organization to meet its anticipated expenses in the immediate future, Canada co-sponsored a draft resolution that authorized the Secretary-General to sell \$200 million in United Nations bonds for purposes related to the Working Capital Fund. These bonds bear interest at the rate of 2 per cent *per annum* and are repayable in 25 annual instalments.<sup>2</sup> In addition, in an effort to clear up the legal differences of opinion as to whether UNEF and ONUC costs constituted expenses of the organization within the meaning of Article 17(2) of the Charter, the Assembly adopted Resolution 1731 (XVI), which had been co-sponsored by Canada.<sup>2</sup> This resolution requested the Secretary-General to seek an advisory opinion from the International Court of Justice on the question of the financial obligation of members. The need for both the advisory opinion and the United Nations bond issue was bitterly contested by some members, who argued that these measures were unconstitutional and unnecessary. Their views were questioned by the Canadian representative, Brigadier J. H. Price, and by those members wishing to ensure that the United Nations had access to the funds to meet its expenses during the interval until the International Court had an opportunity to decide on the legality of UNEF and ONUC expenses so that an acceptable and workable financing method could be devised.

The International Court studied the question during the spring and summer of 1962, and heard oral and written statements from governments. Canada submitted a written brief and Mr. Marcel Cadieux, the Deputy Under-Secretary and Legal Adviser in the Department of External Affairs, made an oral statement before the Court. On July 20, 1962, the Court handed down its advisory opinion in a majority vote of 9 to 5 and found that UNEF and ONUC expenditures did, in fact, constitute legal expenses of the organization.<sup>3</sup>

### Seventeenth Session

At the seventeenth session, the question of the Court's advisory opinion appeared on the agenda of the Fifth Committee under Item 64. In view of the severe shortage of funds facing the organization and the need to ensure an adequate supply of funds for any future peace-keeping operation, this item was one of the most important questions considered by the Assembly. After his appointment as Secretary-General for a four-year term, U Thant made a strong appeal urging the General Assembly to "follow the time-honoured tradition whereby each prin-

<sup>1</sup>See "External Affairs", December 1961, pp. 423-424.

<sup>2</sup>See "External Affairs", February 1962, pp. 55-57.

<sup>3</sup>See "External Affairs", September 1962, pp. 259-262.

cial organ of the United Nations respects and approves the views, resolutions and decisions of the other principal organs in their respective fields". U Thant also drew attention to the clear distinction the Court had made between the question of whether expenditures for UNEF and ONUC were legal expenses of the organization and the question of how these expenditures were to be apportioned among members. He also indicated that the financial problem was so crucial that it should override any political controversy.

The Canadian representative on the Fifth Committee, Brigadier J. H. Price, opened the debate on Item 64 and tabled two draft resolutions, both co-sponsored by Canada. The first was a 10-power draft resolution, originally co-sponsored by Britain, Brazil, Canada, Cameroun, Denmark, Japan, Liberia, Pakistan, Sweden, and the United States, calling on the Assembly to "accept" the Court's opinion. The second (11-power) draft, co-sponsored by the same group of countries with the exception of Brazil and the addition of Australia and Nigeria, would re-establish the Working Group of 15 to study methods of financing future peace-keeping operations of the United Nations involving heavy expenditures such as UNEF and ONUC. Introducing these draft resolutions, Brigadier Price indicated that the aim of the two proposals was to ensure that the efforts of the United Nations would not be paralyzed by lack of funds. With the guidance provided by the Court's opinion, the legal issues had been resolved, thereby making it possible to develop a permanent method of financing peace-keeping, embodying the principle of collective financial responsibility as opposed to continued reliance on the unsatisfactory *ad hoc* and voluntary methods that had been employed since 1956. Brigadier Price also indicated that there could be little hope of major improvement in the economic and social fields if peace and security were not guaranteed. Furthermore, he hoped that the two draft resolutions would receive a wide measure of support, since acceptance of the Court's opinion would follow the tradition of appropriate Assembly action and would facilitate the development of a badly-needed acceptable and equitable method of apportioning the costs of large-scale peace-keeping operations involving armed military personnel. In general, this approach to the question was held by the other co-sponsors, who, in addition to the original 10, were subsequently joined by 10 others (Australia, Cambodia, Colombia, Costa Rica, the Federation of Malaya, Ivory Coast, Nigeria, the Philippines, Tanganyika, and Trinidad and Tobago).

A view diametrically opposed to that of the 20 co-sponsors was expressed by the representatives of the Soviet bloc, France, Portugal and South Africa. These members argued that the United Nations operations in the Congo and the Middle East did not entail any financial responsibility for members because they had been undertaken in violation of the Charter. The socialist countries argued that the General Assembly was not competent to adopt decisions establishing international armed forces, since, under the Charter, this is the sole responsibility of the Security Council. Therefore, in their view, financial obligations

with regard to actions to maintain international peace and security might be incurred only on the basis of special agreements concluded between the Security Council and member states. A similar position was taken by France, whose representative argued that the United Nations was not a "super-state", since, according to the Charter, members were bound, not by decisions of the majority, but only by those obligations they had formally accepted. South Africa and Portugal had somewhat different but related views and argued that the Court's opinion did not resolve the question of financial obligations. South Africa also questioned the United Nations' right to intervene in "internal conflicts", while Portugal indicated that, if the Court's opinion were accepted, it would be tantamount to amending the Charter since a state's sovereignty was subject only to self-imposed limitations such as those contained in treaties.

Some states of the Middle East declared that the issues involved in financing peace-keeping were political as well as legal in character and, therefore, that any action taken by the Assembly with regard to the Court's opinion and financial obligations should be such that member states were not legally bound by it. Most of the countries supporting this position did, however, feel that the Court's opinion should be respected. Jordan and four other countries (Algeria, Iraq, Saudi Arabia and Syria) preferred wording that would "take note" of the opinion. On the question of the apportionment of costs, these countries believed that the funds needed should be drawn from countries that had committed the aggression, from the permanent members of the Security Council and from voluntary contributors. In their view, the victims of aggression should be exempt from payment of assessments.

Yugoslavia and a number of African-Asian members were uncertain how the Assembly should proceed, since they felt that, if the opinion were accepted, it might lead to the development of a cold-war atmosphere, should some states refuse to accept the Assembly's decision and refuse to pay their assessments, thus, possibly, becoming subject at some future time to the application of Article 19 of the Charter (concerned with the loss of the vote due to failure to pay assessments on time). Countries holding this view preferred either to postpone action until a generally acceptable solution could be found or merely to "take note" of the Court's opinion.

Nineteen Latin American countries supported the 20-power draft resolution, though several did not accept as binding the financial obligations resulting from the assessment of UNEF and ONUC costs. However, with respect to the 11-power draft resolution, the Latin American countries believed that the Working Group should be enlarged and given considerably more guidance in the development of a special scale of assessment. In addition to re-stating their positions on the desirability of employing special criteria that they had proposed at previous sessions, the Latin Americans wished the Working Group to devise some formula that would enable members in arrears to make payments in respect of their peace-keeping assessments over a period, without being subject to the



possible application of Article 19. The 19 Latin American countries co-sponsored a 19-power draft resolution that was in competition with the 11-power draft.

As the debate continued, a large number of members expressed the hope that the 19-power Latin American draft and the 11-power draft requesting establishment of the Working Group could be merged. This was accomplished after extensive negotiations between the two groups of co-sponsors and a generally acceptable compromise text was tabled jointly by Brigadier Price and the Brazilian representative. The two earlier draft resolutions were withdrawn at the same time and both groups of co-sponsors joined in sponsoring the new 30-power draft. This new text would provide for an enlarged Working Group of 21, which would be asked to take certain factors into account in its study of methods to finance in the future the costs of large-scale peace-keeping operations undertaken by the United Nations.

After a restrained but comprehensive debate on the question of the acceptance of the Court's advisory opinion and the establishment of the Working Group in which 70 countries participated, the Fifth Committee first voted on the Jordanian amendment, which it rejected by a vote of 28 in favour to 61 against (including Canada), with 14 abstentions. It then proceeded to the 20-power draft, which was adopted by a roll-call vote of 75 in favour (including Canada) to 17 against, with 14 abstentions. The 30-power draft was adopted by a roll-call vote of 78 in favour (including Canada) to 14 against, with 12 abstentions. In plenary, on December 19, the 20-power draft resolution was adopted as Part A of Resolution 1854 (XVII) by a vote of 76 (including Canada) to 17 (the Soviet bloc, France, Jordan, Portugal, Saudi Arabia, South Africa and Syria), with 8 abstentions (Algeria, Belgium, Chad, Iraq, Spain, Sudan, the U.A.R., and Yugoslavia). In view of the fact that the Working Group would be studying the question of apportioning the costs of large-scale peace-keeping operations in the future, most members felt that a decision on the apportionment of UNEF and ONUC costs for the last six months of 1962 and for 1963 should not be taken at the seventeenth session. A five-power draft resolution in three parts was, therefore, adopted as Resolutions 1864, 1865 and 1866 (XVII), which respectively authorized the Secretary-General to expend funds at a rate of up to \$1.6 million a month for UNEF and \$10 million a month for ONUC until June 30, 1963, and called for the convening of a special session of the General Assembly before that date.

### **Canada's Position**

Canada has consistently striven to ensure that the United Nations has the funds it requires to enable it to fulfil its responsibilities under the Charter. In doing so, Canada has often played a leading role in the submission of proposals to the Assembly to achieve this objective and has frequently served on United Nations bodies concerned with financial matters. In addition, Canada has fulfilled its obligations to the organization by paying its assessments promptly. It



*Members of a Canadian signals unit and two officers of the Ethiopian brigade stationed in Stanleyville take a stroll through the market. The Canadians provide the communication link with the UN headquarters in Leopoldville, about 800 air miles away, by means of a radio-teletype circuit.*

has made voluntary contributions from time to time and waived some recoverable expenses incurred as a result of Canadian participation in United Nations peace-keeping activities.<sup>1</sup> In attempting to achieve its objectives, Canada has been guided by the belief that all members have an interest in and responsibility for the maintenance of international peace and security. Canada firmly believes, therefore, that all members share a collective financial responsibility for the maintenance of international peace. Canada also believes that, in sharing the costs of large-scale peace-keeping operations involving armed military personnel and equipment, assessments should be based on each country's capacity to pay. At the same time, it recognizes that such operations place an onerous burden on some countries that have a very limited capacity to pay and are preoccupied with the problems of economic and social development. For this reason, it may be desirable for such countries to receive additional consideration in the determination of an equitable method of financing large-scale peace-keeping activities.

<sup>1</sup>See "External Affairs", December 1962, pp. 361-374.

## **Present Situation**

As a result of the Assembly's action at the seventeenth session, the President made six appointments to enlarge the Working Group, which now consists of 21 members (Argentina, Australia, Brazil, Britain, Bulgaria, Cameroun, Canada, China, Denmark, France, India, Japan, Mexico, Yugoslavia, the Netherlands, Norway, Pakistan, Sweden, the U.A.R., the U.S.S.R. and the U.S.A.). The Working Group held its first meeting on January 29, 1963, and elected as its officers Mr. Adebo (Nigeria) as Chairman, Mr. Quijano (Argentina) as Vice-Chairman and Mr. Hamdani (Pakistan) as Rapporteur. It will continue to meet during February and March in closed sessions and will make its report before March 31 to the Secretary-General, who, at an appropriate time before June 30, will call a special session of the General Assembly.

The Working Group will be faced with a number of difficult problems, including the outright refusal of some member states to pay either or both their UNEF and ONUC assessments (the Soviet bloc, France, Belgium, South Africa, Cuba and some Arab states), the desire of the less-developed countries for substantial reductions in their assessments, the United Nations need for an assured supply of funds for peace-keeping activities in the immediate future at least, the need to find an equitable method of sharing peace-keeping costs and the necessity to accomplish its task within a very short period.

It is expected that the special session will consider the Working Group's report and it is to be hoped that an acceptable solution for at least the financing of UNEF and ONUC will be found that will enable the United Nations to fulfil effectively its role in the maintenance of international peace and security by seeing that it is assured of the necessary funds.



## ANNEX I

SUMMARY OF ASSESSMENTS AND CONTRIBUTIONS DUE TO THE UNITED NATIONS REGULAR BUDGET,  
THE UNEF SPECIAL ACCOUNT AND THE CONGO AD HOC ACCOUNT, AS OF DECEMBER 31, 1962.

(In Millions of U.S. Dollars)

	UN Regular Budget		UNEF		ONUC		TOTAL	
	Assessments	Arrears	Assessments	Arrears	Assessments	Arrears	Assessments	Arrears
1957	\$ 46.2**	—	\$ 15.0	\$ 4.0			\$ 61.2	\$ 4.0
1958	51.7**	—	25.0	7.3			76.7	7.3
1959	61.5	*	15.2	4.4			76.7	4.4
1960	58.3	*	20.0	4.7	\$ 48.5	\$ 17.3	126.8	22.0
1961	69.3	\$ 4.5	19.0	4.9	100.0	30.2	188.3	39.6
1962	74.1	13.2	9.8	2.4	80.0	28.7	163.9	44.3
TOTAL	\$361.1	\$17.7	\$104.0	\$27.7	\$228.5	\$76.2	\$653.6	\$121.6

\*Less than \$50,000.

\*\*Budget estimates less income other than staff assessment.

SOURCE: United Nations Document ST/ADM/SER.B/168 of January 2, 1963, p. 27.

## ANNEX II

(a) Number of Countries in Arrears for the United Nations Regular Budget, UNEF and ONUC, as of December 31, 1962.

	UN Regular Budget	UNEF	ONUC	TOTAL	UN Membership as of December 31.
1957	—	30	—	30	82
1958	—	31	—	31	83
1959	2	33	—	34	83
1960	4	41	53	56	100
1961	18	49	58	64	104
1962	47	58	67	74	110
	—	—	—	—	—
TOTAL <sup>1</sup>	47	60	67	75	

Source: United Nations document ST/ADM/SER.B/168

<sup>1</sup>In arrears for one or more financial periods.

(b) Record of Voting on Resolutions Appropriating Funds for UNEF and ONUC, 1957 to 1962.

	UNEF		ONUC	
	Resolution	Vote	Resolution	Vote
1957	1089(XI)	62-8-7		
1958	1151(XII)	51-11-19		
1959	1337(XIII)	42-9-27		
1960	1441(XIV)	49-9-21	1583(XV)	46-17-24
1961	1575(XV)	50-8-27	1619(XV) <sup>1</sup>	54-15-23
1962	1733(XVI) <sup>2</sup>	61-11-24	1732(XVI) <sup>2</sup>	67-13-15

<sup>1</sup>Period January 1 to October 31, 1961.

<sup>2</sup>Period November 1, 1961 to June 30, 1962.

<sup>3</sup>Period January 1 to June 30, 1962.

### ANNEX III

#### Reductions Granted In Respect of UNEF and ONUC Assessments under General Assembly Resolutions, 1957-1962

(In Millions of U.S. Dollars)

	UNEF		ONUC		TOTAL	
	Assess- ments	Reduc- tions	Assess- ments	Reduc- tions	Assess- ments	Reduc- tions
1957	\$ 15.0	—	—	—	\$ 15.0	—
1958	25.0	—	—	—	25.0	—
1959	15.2	—	—	—	15.2	—
1960	20.0	3.5 <sup>1</sup>	48.5	3.9 <sup>2</sup>	68.5	7.4
1961	19.0	1.7 <sup>3</sup>	100.0	15.3 <sup>4</sup>	119.0	17.0
1962	9.8	1.4 <sup>5</sup>	80.0	11.4 <sup>6</sup>	89.8	12.8
TOTAL	\$104.0	\$6.6	\$228.5	\$30.6	\$332.5	\$37.2

Source: United Nations Documents ST/ADM/SER.B/168./147 and /154 Rev. 1.

<sup>1</sup>Resolution 1441(XIV), offset by voluntary contributions of \$3,475,000.

<sup>2</sup>Resolution 1583(XV). Voluntary contributions totalled \$3,900,000.

<sup>3</sup>Resolution 1575(XV), offset by voluntary contributions of \$1,685,000.

<sup>4</sup>Resolution 1619(XV), offset by a voluntary contribution of \$15,300,000 from U.S.A.

<sup>5</sup>Resolution 1733(XVI), offset by \$1,389,474 in voluntary contributions.

<sup>6</sup>Resolution 1732(XVI), offset by voluntary contributions of \$11,400,800.



# ANNEX IV

Pledges and Purchases of United Nations Bonds as of January 3, 1963.\*

Country	Pledged	Purchased	Country	Pledged	Purchased
Afghanistan	\$ 25,000	\$ 25,000	Jordan	25,000	25,000
Australia	4,000,000	4,000,000	Korea Republic of	400,000	400,000
Austria	900,000		Kuwait	1,000,000	1,000,000
Brazil	100,000		Lebanon	8,271	8,271
Burma	100,000	100,000	Liberia	200,000	
Cambodia	5,000		Luxembourg	100,000	100,000
Cameroon	9,569	9,569	Morocco	280,000	280,000
Canada	6,240,000	6,240,000	Mauritania	4,082	
Ceylon	25,000	25,000	Netherlands	2,020,000	687,000
China	500,000	500,000	New Zealand	1,000,000	500,000
Cyprus	26,175		Nigeria	1,000,000	1,000,000
Denmark	2,500,000	2,500,000	Norway	1,800,000	1,800,000
Ecuador	12,000		Pakistan	500,000	
Ethiopia	200,000		Panama	25,000	
Federal Republic of Germany	10,000,000	10,000,000	Philippines	750,000	
Federal Republic of Malaya	340,000	340,000	Sierra Leone	28,000	28,000
Finland	1,480,000	1,480,000	Sudan	50,000	50,000
Ghana	100,000		Sweden	5,800,000	5,800,000
Greece	10,000	10,000	Switzerland	1,900,000	1,900,000
Honduras	10,000	10,000	Thailand	160,000	160,000
Iceland	80,000	80,000	Togo	10,000	10,000
India	2,000,000		Tunisia	485,000	485,000
Indonesia	200,000	200,000	United Arab Republic	250,000	
Iran	500,000		United Kingdom	12,000,000	12,000,000
Iraq	100,000		United States	44,103,000 <sup>1</sup>	44,103,000
Ireland	300,000	300,000	Venezuela	300,000	
Israel	200,000	200,000	Vietnam	10,000	10,000
Italy	8,960,000	8,960,000	Yugoslavia	200,000	
Ivory Coast	60,000	60,000	Totals	\$118,391,097 <sup>2</sup>	\$105,385,840 <sup>3</sup>
Japan	5,000,000		Number of Countries	58	39

Source: United Nations Press Releases SG/1395, 1400 and 1405.

\*Resolution 1739 (XVI) authorized the Secretary-General to issue \$200-million worth of United Nations bonds. This resolution indicated that the bonds could be sold in whole or in part until December 31, 1962, with the provision that the Secretary-General might at any time before that date enter into agreements to sell bonds for delivery after that date before December 31, 1963.

On December 20, 1962, the Assembly decided to extend the selling date by six months to enable countries to purchase up to June 30, 1963, and to pledge up to December 31, 1963.

<sup>1</sup>The United States has agreed to purchase \$25 million worth of bonds and to match total purchases made by other countries up to \$75 million.

<sup>2</sup>Owing to recent matching purchases and pledges by the United States, the totals as of January 3, 1963, were \$134,060,937 pledged or purchased, of which \$120,955,688 represented actual payments.

# *The International Joint Commission*

*The following is the text of an address by Mr. A. D. P. Heeney, Chairman of the Canadian Section of the International Joint Commission, to the Canadian Club of Montreal on January 14, 1963:*

**S**URELY, history can afford few examples of two sovereign nations having as much to do with one another as Canada and the United States. The multitude and extent of our dealings is matched by their almost endless variety. They range all the way from the great issues of war and peace to the detailed bargaining of our mutual commerce — and the care and feeding of each other's tourists. They include not only public affairs, but the thousands of daily, hourly, contacts between our citizens in virtually every department of human activity.

In addition to the normal diplomatic means for the conduct of business between the two governments, there has developed — particularly in recent years — a considerable network of "joint" Canada-United States committees and boards to deal with particular problems. So, for example, we have joint Canada-U.S. committees at cabinet level on defence, on trade and economic affairs — and a number of other bodies, similarly constituted, on various subjects, at the official and expert level. The practice of Canadians sitting down with Americans around a table to tackle problems we have in common has become a settled feature of our dealings with Uncle Sam — private as well as official.

There is no need for me to emphasize to this audience the supreme national importance of our relations with the United States. Nor should it be necessary to do more than mention what seems to me self-evident, namely, that this relationship is presently in an especially important phase.

What I do propose is to say something of one venerable (in North American terms) Canada-U.S. institution (with which I am now connected), which is concerned not usually with matters of high policy but nevertheless with an area of significance to our national future.

## **Origin of IJC**

Among the means which the United States and Canada have devised for dealing with one another is the body known as the International Joint Commission. In the development of joint Canada-U.S. institutions, the IJC was among the earliest; it dates from 1909. It is also true to say that, by common repute, this body possesses a creditable record, over this half century, in disposing of many problems of importance to the two countries.

## **A Bit of History**

The IJC was, in form at any rate, the outcome of *British-American* diplomacy — for the treaty which created it was concluded before Canada acquired full control



of her own external affairs. The signatories were both celebrated in their generation: on behalf of Great Britain, James Bryce, His Majesty's scholarly Ambassador at the time and, on behalf of the United States, the then Secretary of State, Elihu Root. But the real work of the treaty, and the development of much of the original doctrine on which agreement was ultimately achieved, was contributed by a Canadian, (Sir) George Gibbons of London, Ontario. It is he who should rightfully be regarded as the father of the IJC and the chief architect of the regime over which it presides. Sir George, apparently, had no easy time with the State Department on his many visits to Washington in the course of the negotiations. The Secretary of War, Taft, he found "disposed to take a large view". But he reported, in a letter to Sir Wilfrid Laurier, that he thought Root "a shrewd American who wants all he can get without being particular about the manner of getting"! He later modified this extreme view.

The despatches and private letters which record these long, and tough — and successful — negotiations make interesting reading. Gibbons, instructed by the Government in Ottawa, carried the ball. Bryce, however, from his more exalted position, appears to have been personally interested and helpful. I note — with some measure of envy in retrospect — that, when the discussions dragged on into the intolerable Washington summers, the British Ambassador was able to direct his despatches from "Seal Harbour, Maine"!

The treaty was ultimately signed in Washington on January 11, 1909, and ratified by the two governments early in 1910. Poor Sir George, alas, failed — though by only a very short head — to become the first Canadian Chairman of the new body which had been born in his image. The Order-in-Council for his appointment was drawn and signed. But the approval of the Crown did not follow. In the interval, there had been a general election. Canada had a new Government and Mr. Chase-Casgrain of Montreal sat first in the Canadian Chair.

### **The Treaty and the Commission**

The object of the treaty was "to prevent disputes — to settle questions — between the United States and Canada". The short title was the "Boundary Waters Treaty", for the particular problems which the governments had in mind at the time were those arising "along the common frontier". It is interesting, nevertheless, that provision was made for wider application of the treaty regime, and for broader functions for the Commission.

The IJC was an unusual international body when it was established. It still is. Not only in its composition — there are three Commissioners from each country — but, more important, in the way it operates.

The concept of the negotiators was that solutions to problems in which the two countries had differing — even opposing — interests should be sought, not by the usual bilateral negotiation, but in the joint deliberations of a permanent tribunal composed equally of Canadians and Americans. In other words, the Commissioners were to act, not as separate national delegations under instruction

of their respective governments, but as a single body seeking common solutions in the joint interest — and, very important, in accordance with agreed “rules or principles”.

It is on this basis that the International Joint Commission has acted over the years. Its record of accomplishment has been impressive, particularly when one considers the unparalleled expansion of both countries in its (50-year) lifetime when variations and conflicts of interest were bound to develop. In almost every case which has come before them, the Commissioners have been unanimous. There has been little tendency to divide on national lines. The faith of the two governments in the method of the treaty has been amply justified.

### **Notable Cases**

The problems which have come before the Commission so far have all arisen along the boundary. The majority have had to do with use of the great common resource of inland waters — rivers and lakes — which stretch from Passamaquoddy Bay to Juan de Fuca Strait. They have involved questions of domestic and sanitary supply, navigation, power development and irrigation. They have varied in nature and extent from extracting the maximum benefit from small streams in dry prairie areas to multimillion-dollar developments on our great rivers. Most cases have come before the Commission as agreed “references” from the two governments, upon which, after investigation, conclusions and recommendations have gone forward to Washington and Ottawa. In many others, the IJC has exercised its judicial role and ruled upon applications made and argued before it. In some instances the Commission’s role, having begun as deliberative and advisory, has continued into the administrative and regulatory.

Perhaps the best known cases in recent years have been those which had to do with our two greatest rivers, the St. Lawrence and the Columbia.

The role of the Commission in relation to the vast St. Lawrence developments of the past ten years arose from the desire of Ontario and New York to develop the International Section of the river for electric-power production. Also involved, of course, was the construction of the Seaway. In addition, the Commission was directed by the two governments to study Lake Ontario levels with a view to reducing extremes of stage by appropriate regulation in the interests of all concerned — riparian owners, navigation and power.

Most of this is ancient history. The Seaway, the hydro-electric plants and related works are built and in operation. The St. Lawrence Valley above Montreal has, literally, been remade. But the Commission retains an important function in relation to levels and flows. These are regulated weekly under the Commission’s scrutiny and according to a plan designed best to serve all legitimate interests — above and below the dam at Cornwall and on both sides of the boundary. Nor do we ignore, in this complicated equation, the important Canadian interest in the Port of Montreal — although the Commission’s jurisdiction does not extend to the national section. It is worth noting that, in the course

of the regulatory process, your great harbour has not infrequently been above the levels existing before the Seaway and power development. The Commission is meeting again this very week to review once more, in the light of our experience, this whole complicated business of regulation, to see whether we cannot devise further improvements for all concerned.

The development of the great Columbia River basin is a matter of wide current interest, and comment, in both Canada and the United States. The International Joint Commission was directly involved in various aspects of this immense and complicated problem over a period of 15 years.

The Columbia is no longer actively before the IJC — has not been since December 1959, when it recommended “principles” upon which agreement might be made. It is now being dealt with by governments directly, on the basis of the treaty negotiated in 1960 and signed at Washington by President Eisenhower and Mr. Diefenbaker on January 17, 1961.

Another case, of special interest to Quebec, is the recent reference to the Commission on a proposed Champlain Waterway. Some months ago, the two governments asked the Commission to examine and report upon the feasibility of developing the historic St. Lawrence-Lake Champlain-Hudson River route. Here our preliminary investigations are now going forward, in accord with our usual practice, through a joint board of Canadian and American experts. They will be reporting to us on the economics as well as on the engineering aspects of such an undertaking. Following the Commission’s normal procedure, we will also be conducting public hearings in the areas directly affected in both countries. For it has been one of the features of Commission operation to give full opportunity to local interests to make their views known. Finally, in the light of such representations, and of the reports prepared by our experts, the Commission will deliberate in private and, I fully expect, will in due course formulate recommendations for submission to the two governments.

The Commission’s responsibilities also extend to improving and maintaining acceptable standards of quality in boundary waters. Here, its efforts over the years have had beneficial results, for example, in greatly improving the situation in the crowded Detroit-Windsor region and in the St. Croix River Valley in N.B., in both of which pollution threatened increasing injury to important national interests on both sides of the boundary.

### **Conclusion**

This then is one method — in one important area of our affairs — for “dealing with Uncle Sam”. Over a period of more than 50 years, Canadians have had reason to be satisfied with the results. The fact that Americans have probably had equal cause for satisfaction should not sully but rather enhance that record in Canadian eyes. It contributes a desirable sanity and permanence in our relations.

The principle behind the IJC is that, given mutual goodwill (assumed, despite



recurrent difficulties between Canada and the U.S.), neighbouring countries, can, and should, resolve the problems which derive from their "neighbourhood" by an objective process of joint investigation and deliberation in the joint interest. The IJC is, in fact, based upon the conviction that, working together, Canadians and Americans can arrive at common decisions and formulate joint solutions, which are sound and just and to the common advantage of their respective countries.

Whether this same principle and similar procedures could usefully be extended beyond problems of the boundary seems to me worthy of consideration, on both sides, and this especially as Canadian-United States mutual involvement, and our "dealings with Uncle Sam", increase daily, in volume, complexity and significance.

# *UNESCO General Conference 1962*

THE TWELFTH SESSION of the General Conference of the United Nations Educational, Scientific, and Cultural Organization (UNESCO) was held at the Paris headquarters of the Organization from November 9 to December 12, 1962. The General Conference is composed of all member states, and meets every two years to review the policies and activities of the Organization and to adopt a programme and budget for the following two years. Between sessions of the General Conference, an Executive Board, on which 30 member states are now represented, supervises the execution of the programme.

Canada was represented at the twelfth session by a delegation of 10 members, which played an active role in the proceedings, both in the general debate and in the more specialized work of the Conference. The chairman of the Canadian delegation was Mr. Marcel Faribault of Montreal, a member of the Canada Council.<sup>(1)</sup>

Since the eleventh session in 1960, there have been three developments of major importance to the character and course of UNESCO. Perhaps the most obvious of these has been the further growth in membership, which increased from 98 states at the end of the eleventh session to a total of 113 by the end of the twelfth. The funds available to the Organization from the regular budget and through the United Nations Expanded Programmes of Technical Assistance and the Special Fund have also increased rapidly. Total funds available from all sources for projects administered by UNESCO have doubled from the \$36 million available in the 1959-1960 period to the \$72 million in 1963-64. The third major development has been the increasing recognition that the needs of education are paramount in the objectives of the Organization. It was suggested by many delegates that the twelfth session would be remembered as the "education session".

It was against the background of these major developments that the work of the twelfth session began. In the opinion of the Canadian delegation, the major tasks were, first, a reassessment of the UNESCO structure and methods, and second, a more rational settlement of priorities for UNESCO programmes. These tasks were the responsibilities of the Administrative and Programme Commissions respectively, both of which are commissions of the whole, supported by subsidiary committees and working parties, reporting to the Conference in plenary session.

## **UNESCO Programmes**

The Programme Commission, charged with the planning and co-ordination of UNESCO's programmes for 1963-64, dealt with education, natural and social

<sup>1</sup>A complete list of the Canadian delegates will be found at the end of this article.

sciences, cultural activities, mass communications, and exchange services, in that order.

## Education

Programmes concerned with education were given absolute priority and accorded nearly \$10 million of the \$39 million in the UNESCO budget for 1963-1964. Funds made available from the UN Technical Assistance Fund and the Special Fund are expected to bring the total for education up to \$26 million.

Much of the attention of the delegates was given to the preparation of a world campaign for universal literacy as part of UNESCO's contribution to the United Nations' Development Decade. If the campaign receives UN approval, UNESCO will establish a committee of experts on literacy, organize regional conferences on adult literacy in Africa, and assist national centres in Asia, Africa and Latin America by providing literary specialists.

An important decision of the twelfth session calls for the establishment of an International Institute for Educational Planning in Paris. As envisaged, it will be set up as a semi-autonomous body, working closely under the Director-General. It will be staffed by a number of eminent specialists and will offer courses to senior educational officials from member states.

The session approved a document containing recommendations to member states on vocational and technical education. This paper, prepared by a committee of experts, provides a blue-print for establishing, organizing and operating schools for skilled workers, technicians, and engineers in developing countries. It should also be of value to the more highly developed countries.

The discussion of adult education frequently reflected the influence of the World Conference on Adult Education held in Montreal in 1960 and the continuing work of the International Committee for the Advancement of Adult Education, the chairman of which is Dr. Roby Kidd of Canada. The Committee has an important co-ordinating and advisory function to perform with respect to a wide range of UNESCO's activities as they affect adult education. The suggestion that it meet annually in the future was approved by a large majority.

If the UNESCO programme for education for the coming two years is examined by regions, it will be evident that Africa continues to account for a major share of the assistance given to developing countries. UNESCO will continue its programme of assistance to Africa by advising states on the organization of school systems, training of teachers, preparation of text books and construction of schools. The special programme of assistance to the Congo (Léopoldville), including the recruitment of teachers, will be continued. In spite of this apparent emphasis on assistance to Africa, important assistance programmes are being continued for the Arab states, Latin America, and Asia.

It was very evident to the Canadian delegation that urgent education needs far outran the human and financial resources available to fulfil them. UNESCO cannot begin to undertake all the educational projects proposed or required,



but its efforts are showing significant returns; and there was general agreement at the Conference that education should continue to receive the larger part of UNESCO's financial support.

### **Natural Sciences**

The Canadian delegation thought that the programmes adopted by the twelfth session in the field of natural sciences were generally considered as sensible and well balanced among the three areas in which UNESCO contributed to activity in this field. These areas are the promotion of international co-operation in the sciences, specific support of earth sciences, and the administration of extra-budgetary funds for the support of scientific and technological development among member states at the national level.

In the area of international co-operation, UNESCO subsidizes the International Council of Scientific Unions (ICSU) and supports the work of such specialized bodies as the International Brain Research Organization. The Conference decided not to increase the subsidy to the ICSU but, instead, to give the scientific unions more contract work in lieu thereof. The work in brain research and cell biology is to be continued, though the Canadian delegation expressed some doubts as to whether UNESCO should become operationally involved in science in this way.

In the earth sciences, priority was, with the support of the Canadian delegation, accorded to hydrology. Extra funds were found for research in hydrology, particularly the implementation of an International Hydrological Decade. Some cuts were made in the budget allotments for geophysics and space science, but the provision for the marine sciences remained unchanged.

The third main area, involving the administration by UNESCO of extra-budgetary funds for the support of scientific and technological development in member states, was not affected by changes in the programme budget.

### **Social Sciences**

The Canadian delegation considered that the social sciences programme adopted by the twelfth session, though small, was useful. The delegation noted in particular that the International Social Sciences Council, started by UNESCO some years previously, was beginning to play a useful role. The ISSC is becoming an important world community in which scholars may exchange views and is serving as a co-ordinating centre for knowledge and research in the social sciences. UNESCO is to continue its encouragement and assistance to the Council.

Major stress in the social-science programme was placed on improved documentation techniques and the statistical analysis of human resources, particularly in relation to education. Special attention is being given to encouraging the improvement of social-science teaching in member states. A new centre for training and research will be opened in Tangier, and established centres such as those at Santiago and Rio de Janeiro will continue to receive support. An important

study of the main trends of enquiry in the social and human sciences was also authorized.

### **Cultural Activities**

In the field of cultural affairs, UNESCO is concerned with a wide variety of activities aimed at encouraging universal understanding through co-operation and by means of exchanges between member countries. The Canadian delegation felt that these activities suffered a disproportionate share of the programme cuts dictated, on the one hand, by the budget ceiling and, on the other, by the emphasis on education.

The major project for the mutual understanding of Eastern and Western cultural values received strong support from the Conference. The project was judged to be successfully launched, and stress was laid on the need to ensure its continuity and stability.

The most important problem before the Programme Commission, and, indeed, for the Conference as a whole, was the question of the campaign to safeguard the Nubian monuments, in particular the temple of Abu Simbel. The voluntary campaign for funds, launched at the eleventh session, proved adequate for the preservation of most of the monuments, but could not provide the money — over \$30 million — required as UNESCO's contribution to the raising of Abu Simbel above the water level expected when the Nile valley should be flooded above the new High Dam at Aswan. The Director-General had proposed that UNESCO arrange a system of loans, supported by a mandatory assessment of all member states, to raise the funds required, but this was opposed by many delegations, including the Canadian, on the ground that it would set a bad precedent by authorizing a mandatory assessment for a specific project, and that it would divert too much money to a cultural project at the expense of pressing educational needs. The Conference defeated the proposal and adopted a resolution that reaffirmed the principle of voluntary contributions.

### **Mass Communications**

At the twelfth session mass communications were discussed against a background of the contrast between such startling new techniques in communication as Telestar I and the fact that 70 per cent of the world's population lacked minimum mass-communication facilities such as newspapers and radios. UNESCO will continue to assist member states in the development of mass media and in their employment for educational purposes. During the session, a French resolution calling for a meeting of experts to study the world-wide influence of new techniques was approved with Canadian support.

### **International Exchange Service**

A major point of interest in the programme adopted in this field is that the UNESCO fellowship programme is to be strengthened during the next two years.

Greater efforts will be devoted to meeting the demands for trained personnel to staff universities, particularly in Africa and Latin America.

UNESCO's clearing-house and advisory services in the field of international exchanges will be increased through the publication of a new *Handbook of International Exchanges*, designed to complement the existing booklets *Study Abroad* and *Vacations Abroad*. The Conference endorsed the valuable work being achieved by the Briefing Centre for International Experts, which had been established by the eleventh session to provide instruction for experts going abroad on behalf of the different agencies of the United Nations.

## **Administrative Questions**

### **Elections**

Chief among the administrative questions dealt with by the Conference was the election of the new Director-General, Mr. René Maheu, which was achieved by the largest majority in the history of elections to this post. In addition to his outstanding personal qualities, Mr. Maheu has a long record of experience and service in the work of UNESCO. Elections were also held to fill 18 seats in the 30-member Executive Board, which the twelfth session expanded from the previous size of 24 members. Canada is not and has never sought to be represented on the Board.

### **Budget**

The session was faced with four conflicting proposals for the budget ceiling for 1963-1964. The Director-General was finally able to propose a compromise figure of \$39 million, which was approved by a large majority. In addition, it is expected that the Organization will receive about \$33 million from the United Nations to finance projects under the Expanded Programme of Technical Assistance and the Special Fund during the period 1963-1964.

### **Staff**

The Administrative Commission conducted a detailed analysis of the staff problems of the Organization. Many of the delegations were in agreement that the matters brought before the Commission were too detailed and could have been better dealt with by the Executive Board. It was decided that a team of independent experts should be asked to review personnel methods and procedures and report to the thirteenth session.

### **Headquarters**

The eleventh session of the General Conference had decided that the present premises were inadequate in view of the expansion of the Organization, and had authorized the construction of a fourth building on the present site of UNESCO headquarters. A permit for such a building could not be obtained, however, and



the twelfth session was called upon to adopt an alternative method of expansion. It was decided to proceed in two stages in providing the required additional space. The first stage will involve the construction of additional office space underground on the present site; the second calls for the construction at a later date of a new office building on a site near the present headquarters.

### **Procedural Review**

At the twelfth session it was evident that, with rapidly increasing membership and a heavier agenda, General Conference procedures as well as relations between the different organs of UNESCO needed to be adjusted. A working party formed to study the problem produced many valuable recommendations. The Conference endorsed a recommendation that would alter the present methods of adopting a programme and budget for each session. The draft programme and budget will be prepared at an earlier date by the Director-General, and much of the work now done in Conference will be done by the Executive Board before submission to the larger body.

### **Thirteenth Session**

The Conference chose to leave the choice of a date for the thirteenth session to the Director-General and the Executive Board, but recommended that the next session be held earlier in the year. It was agreed that the duration of the next session, scheduled for 1964, should be shortened. In this connection the suggestion was made that the Programme Commission be divided into a number of sub-commissions that would sit simultaneously.



### **UNESCO HEADQUARTERS**

*The Secretariat and Conference Buildings, Paris, designed by an international panel of architects and decorated with gifts from member governments. The headquarters complex occupies a 7½-acre site made available by the French Government.*

## Conclusion

It was the view of the Canadian delegation that the twelfth session of the General Conference had been a useful and constructive one, during which a number of fundamental decisions had been taken by member states that would affect the course of UNESCO's activities during the years to come. The election of a new Director-General, the expansion of the Executive Board, and the increased responsibilities given to this body should all contribute to the sound direction of the Organization. UNESCO's programme for 1963-1964, as it emerged from the twelfth session, provided practical and imaginative measures of meeting the most urgent needs of the day in the various fields (above all in education) for which UNESCO was responsible.

## Canadian Delegation

Chairman: Mr. Marcel Faribault,  
Member of the Canada Council;

Vice- Mr. S. F. Rae,

Chairman: Ambassador and Permanent Representative of Canada to the European Office of the United Nations,  
Geneva, Switzerland;

Delegates: Mr. L. V. J. Roy,  
Canadian Permanent Delegate to UNESCO,  
Paris, France;  
Dr. W. H. Swift,  
Deputy Minister of Education,  
Edmonton, Alberta;

Alternate Professor W. A. C. H. Dobson,

Delegates: Head, Department of East Asiatic Studies,  
University of Toronto,  
Toronto, Ontario;  
Dr. John K. Friesen,  
Director, Department of University Extension,  
University of British Columbia,  
Vancouver, B.C.;  
Professor Norma Walmsley,  
Department of Political Science,  
Brandon College,  
Brandon, Manitoba;

Professor Hugh Whalen,  
University of New Brunswick,  
Fredericton, N.B.;  
Dr. J. Tuzo Wilson,  
Professor of Geophysics,  
University of Toronto,  
Toronto, Ontario;

Adviser: Mr. Lewis Perinbam,  
Secretary, Canadian National Commission for UNESCO,  
Ottawa, Ontario



# *The End of Secession in Katanga*

ON JANUARY 14 Mr. Tshombe and his ministers announced that they had abandoned their policy of secession and were prepared to co-operate in the implementation of the plan for national reconciliation in the Congo proposed by the United Nations Secretary-General. A week later, United Nations troops, with the active co-operation and agreement of the Katanga authorities, entered Kolwezi, thereby marking the end of an important phase in the United Nations Congo operation.

## **UN Reconciliation Plan**

The chain of events leading to the end of secession in Katanga began on August 20, 1962, when U Thant submitted to Prime Minister Adoula and Mr. Tshombe a plan for national reconciliation. The main points in this plan were: that a federal constitution should be worked out to supersede the present constitution; that tax revenues and foreign-exchange income should be shared between the Central Government and the provincial authorities; and that plans should be drawn up for a unified currency. It was also provided that all military forces in the Congo should be integrated and unified and that a general amnesty should be granted. Finally, the plan provided that the Central Government should have authority over foreign representation and that steps should be taken to make it possible for all political and provincial groups to be represented in the national government. Canada, with most other members of the United Nations including Belgium, Britain and the United States, supported the Secretary-General's plan.

Although the reconciliation plan was accepted by Prime Minister Adoula and Mr. Tshombe, very little in the way of practical steps to implement it was achieved by the joint commissions set up for that purpose. Most of the delays occurred on the side of the Katanga authorities, who perhaps felt that, if they postponed matters long enough, the United Nations would be obliged, for financial reasons, to withdraw from the Congo and a political crisis in Léopoldville would ensue. Suspicion that Mr. Tshombe had no intention of co-operating increased with signs that he was strengthening the gendarmerie and bringing additional mercenaries into Katanga.

## **UN Takes Action**

In the face of Katanga's continued failure to implement the reconciliation plan, the Secretary-General, on December 10, informed Mr. Tshombe of his intention of assisting in the efforts to bring about national unity through the measures envisaged in the "courses of action" that had been prepared to assure adoption of the plan and the integration of Katanga. These measures included support for the Central Government's efforts to prevent the export from Katanga of

cobalt and copper on which taxes had not been paid to the Léopoldville authorities. At the same time, steps were taken to strengthen United Nations forces in Katanga so that they would be in a better position to defend themselves.

On December 22, the Katanga gendarmerie fired on UN forces and set up roadblocks in the area of Elisabethville. Firing occurred again on December 24 and continued more heavily on December 28. On December 28, the Secretary-General ordered United Nations forces to remove the roadblocks and gendarmerie strongholds in order to protect their own safety and freedom of movement. By December 30, this operation had been successfully completed.

On December 31, the Secretary-General issued a statement pointing out that the United Nations had never taken the initiative in using force in the Congo and had no intention of intervening in the political affairs of the Province of Katanga or of any other province. At the same time, he warned that United Nations forces in the Congo must implement fully their mandate under the Security Council's resolutions, which would, of necessity, mean establishing a United Nations presence in the mining towns of Jadotville, Kipushi and Kolwezi.

By January 4, UN forces had entered Jadotville and Kipushi and were in control of all important centres in the province except Kolwezi, the main stronghold of the gendarmerie and mercenaries. United Nations forces entered Kolwezi without opposition on January 21, following negotiations with Mr. Tshombe, who welcomed them to the town and once again declared his readiness to co-operate in the implementation of the Secretary-General's reconciliation plan.

The United Nations reported casualties of ten killed and 27 wounded during the 24 days of activity from December 28 to January 21. No precise information on Katangese casualties is available, but it is believed that these were not high.

### **Implementing the Plan**

After the military operation in Katanga, a number of steps were taken to carry out the reconciliation plan. President Kasavubu reaffirmed the amnesty he had proclaimed in November. The Central Government appointed Mr. Joseph Ileo, Minister of State resident in Katanga to co-operate with the provincial authorities and the United Nations on matters relating to the reintegration of the province. Early in February, senior officers of the Katanga gendarmerie took an oath of allegiance to President Kasavubu in Léopoldville, thereby paving the way for the integration of the gendarmerie with the Congolese National Army. These steps were taken against a background of conciliatory statements by Central Government political leaders, who called upon all Congolese to work together for the reconstruction of their country.

In his report to the Security Council on February 4, the Secretary-General said that a decisive phase in the United Nations operations in the Congo had been concluded. The mandate regarding the maintenance of the territorial integrity of the Congo, the prevention of civil war and the expulsion of mercenaries had been largely fulfilled and it would now be possible to undertake a progressive

reduction of UN forces in the Congo with consequent financial saving to the organization. At the same time, U Thant warned against the danger of withdrawing United Nations forces too hastily, and pointed out that the mandate to assist the Central Government in maintaining law and order might necessitate leaving some UN forces in the Congo for some time to come.

### **Remaining Problems**

The end of secession in Katanga does not mean the end of all the Congo's problems. Much remains to be done before political stability and economic progress can be assured. One of the most important questions concerns the adoption of a new federal constitution, as provided for in the reconciliation plan. A draft constitution has been prepared with the assistance of four international experts, including Professor Jean Beetz of the University of Montreal, and it is expected that the Central Government will submit this draft to Parliament when it reconvenes in March. Another major task is the modernization and training of the armed forces. The Congolese have already asked the United Nations to co-operate in arranging a satisfactory training programme.

The Congolese will require outside help to reconstruct their country. With this in mind, the Secretary-General has appealed to member states of the United Nations to support with voluntary contributions a \$19-million programme of technical assistance for the Congo in 1963. The major portion of this aid will be concentrated in the fields of education, agriculture, health and communications, as requested by the Government of the Congo. The aim of the programme will be to train the Congolese themselves to take over all essential services. In addition to United Nations assistance, the Central Government may seek bilateral assistance from friendly countries in a position to provide it. The success of this technical-assistance programme will be important not only for the Congo but for the whole of Africa.



## CONFERENCES

### GATT Ministerial Meeting

The Council of the General Agreement on Tariffs and Trade met in Geneva from February 19 to 22 to consider arrangements for the convening of a special meeting of member countries at the ministerial level. The proposal to hold such a meeting was made jointly by Canada and the United States at the twentieth session of the Contracting Parties last autumn.<sup>1</sup>

The GATT Council decided that the meeting of ministers should be held in Geneva from May 16 to 21, 1963. The Council considered that, in the light of recent events, there was an urgent need for GATT trade ministers to deal in a concrete and specific way with a number of important issues in the field of international trade. Among these are plans for a further round of multilateral tariff negotiations under the Agreement.

The Council recommended that the ministerial meeting give directions for the effective liberalization and expansion of trade in both primary and secondary products, and consider, *inter alia*:

- (a) arrangements for the reduction or elimination of tariffs and other barriers to trade;
- (b) measures for access to markets for agricultural and other primary products;
- (c) measures for the expansion of the trade of developing countries as a means of furthering their economic development.

To make preparations for the ministerial meeting, the Council set in motion several groups whose work will provide the material on which the ministers can base their decisions. The Council will meet again from April 22 to 26 to complete the agenda and preparations for the meeting of ministers.

### UN Commission on Human Rights

The United Nations Commission on Human Rights is holding its nineteenth session in Geneva from March 11 to April 5, 1963. Canada was elected to the Commission in 1962 for the first time, and began its three-year term on January 1, 1963. Miss Margaret Aitken of Toronto has been appointed Canadian representative. Among the items to be considered by the Commission at its nineteenth session are questions of racial discrimination, religious intolerance, advisory services in the field of human rights and the commemoration of the fifteenth anniversary of the Universal Declaration of Human Rights.

<sup>1</sup> See "External Affairs", January 1963, p. 7

## APPOINTMENTS AND TRANSFERS IN THE CANADIAN DIPLOMATIC SERVICE

- Mr. K. J. Burbridge, Canadian Consul-General in Seattle, appointed Canadian High Commissioner in New Zealand. Left Seattle February 10, 1963.
- Mr. R. G. Seaborn posted from Ottawa to the Office of the High Commissioner for Canada, Karachi. Left Ottawa February 15, 1963.
- Mr. W. F. Bull, Canadian Ambassador to Japan, appointed Canadian Ambassador to the Netherlands. Left Tokyo January 16, 1963.
- Mr. E. H. Gilmour appointed Canadian High Commissioner in Trinidad and Tobago. Left Brussels January 19, 1963.
- Mr. W. F. S. Beattie posted from the Canadian Embassy, Bonn, to the Office of the High Commissioner for Canada, Colombo. Left Bonn January 24, 1963.
- Mr. G. C. McInnes appointed Canadian High Commissioner in Jamaica. Left London January 25, 1963.
- Mr. G. A. Cowley posted from the Canadian Embassy, Tokyo, to Ottawa. Left Tokyo January 26, 1963.
- Mr. J. A. Irwin appointed Canadian Ambassador to Poland. Left Ottawa February 27, 1963.
- Mr. C. E. Campbell posted from Ottawa to the Canadian Consulate General, Hamburg. Left Ottawa January 28, 1963.
- Miss D. Burwash posted from Ottawa to the Office of the High Commissioner for Canada, London. Left Ottawa January 30, 1963.

Mr. R. R. Robert, Foreign Service Officer, deceased March 2, 1963.

## TREATY INFORMATION

### Current Action

#### Bilateral

##### Netherlands

Executive Agreement between the Government of Canada and the Government of the Kingdom of the Netherlands supplementary to the exchange of letters between the two countries, signed on April 10, 1952, constituting an agreement to safeguard the rights of *bona fide* holders of bonds of Canada that have been reported by their Netherlands owners as lost or stolen during World War II.

Signed at Ottawa February 8, 1963.

Entered into force February 8, 1963.

#### Multilateral

Agreement between Canada, the Federal Republic of Germany and the United Kingdom of Great Britain and Northern Ireland concerning the conduct of manoeuvres and other training exercises in the Soltau-Luneburg Area.

Signed at Bonn August 3, 1959.

Canada's Instrument of Ratification deposited January 10, 1963.

### Publication

*Canada Treaty Series 1960 No. 1.* General Index, Canada Treaty Series 1946-1959.

*Canada Treaty Series 1960 No. 4.* Protocol to extend the Trade Agreement between Canada and the Union of Soviet Socialist Republics, signed at Ottawa, February 29, 1956. Moscow, April 18, 1960. Instruments of Ratification exchanged at Ottawa September 16, 1960. In force provisionally April 18, 1960. In force definitively September 16, 1960.

*Canada Treaty Series 1961 No. 9.* Exchange of Notes between Canada and the United States of America concerning cost-sharing and related arrangements with respect to planned improvements in the continental air-defence system (with Annex). Ottawa, September 27, 1961. Entered into force September 27, 1961.





# EXTERNAL AFFAIRS

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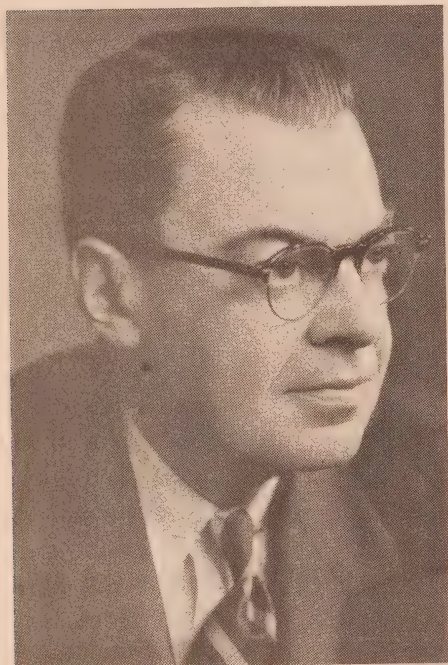
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## *Contents*

*April 1963*

Science, Technology and Humanity .....	163
Canada and Equatorial Africa .....	170
The Department of External Affairs .....	178
Forthcoming Conferences .....	190
Appointments, Transfers and Separations in the Canadian Diplomatic Service .....	191
Treaty Information .....	191

## *Secretary of State for External Affairs*



*Mr. Paul Martin*

On April 22 the Honourable Paul Martin was sworn in as Secretary of State for External Affairs.

Mr. Martin was born in Ottawa in June 1903, the eldest of 11 children, and received his early education at schools in Pembroke, Ontario, and Ironsides, Quebec. He subsequently attended St. Michael's College and Osgoode Hall, Toronto; Cambridge University; Harvard University; and the Geneva School of International Studies. From Toronto he holds the degrees of B.A. and M.A., and from Harvard the degree of LL.M. He has received honorary degrees from a number of Canadian and American universities.

Mr. Martin has served continuously since 1935 as Member of Parliament for the Windsor riding of Essex East.

In 1943 he was appointed Parliamentary

Assistant to the Minister of Labour, in which capacity he attended conferences of the International Labour Organization in Philadelphia, U.S.A., in 1944 and in London, England, in 1945. He was appointed to the Cabinet as Secretary of State in April 1945, and the following year became Minister of Health and Welfare, a portfolio he occupied until 1957.

The Secretary of State for External Affairs brings to his new post a wide range of experience in international affairs. In 1938, he was appointed Canadian Delegate to the nineteenth Assembly of the League of Nations, and since that time he has represented Canada at many international conferences in addition to those mentioned above in connection with the International Labour Organization. Mr. Martin has served as Delegate to the United Nations General Assembly, where, in 1946, 1949, 1952-53 and 1954-55, he was Chairman of the Canadian Delegation. He also attended the sessions of the Economic and Social Council in 1946-47.



# *Science, Technology and Humanity*

UNSCAT CONFERENCE, GENEVA, 1963

THE UNITED NATIONS Conference on the Application of Science and Technology for the Benefit of the Less-developed Areas met in Geneva from February 4 to 20, 1963, under the chairmanship of Dr. M. S. Thacker of India. A natural sequel to the United Nations Development Decade proclaimed by the General Assembly at its sixteenth regular session in 1961, this conference was intended to ascertain what, in practice, existing and developing science and technology could offer to accelerate progress in the less-developed countries so that the gap dividing the world's rich from its poor might be progressively narrowed.

Nearly 2,000 working papers were prepared for the conference, covering experiences in every field of development in all parts of the world. Natural resources, human resources, agriculture and all the problems of organization, co-ordination and implementation of development programmes formed the background of material for discussion. Some 1,800 delegates from 86 countries spent 91 formal sessions, and a large number of unrecorded informal ones, attempting to bring together all the advances in science and technology that could be applied to the problems of developing countries. Discussions in the formal sessions will be summarized and published in a multi-volume report, bringing all this accumulated experience together for the first time. The general sessions provided a kind of balance-sheet of a group of problems — agriculture, human resources, industrialization, health, transport, natural resources, etc. — in the form of general statements concerning their actual and potential importance and the means available to tackle them.

## **Need for improved Technology**

Early in the conference, the basic attitude of representatives from the emerging countries (and of many other delegates as well) was made clear. They saw the economic gap between developed and under-developed nations widening. The rich were getting richer at a much greater rate than the poor. This they attributed to intensive application of science and technology in developed countries. If this gap was to be narrowed, the developing nations must be assisted in their attempts to transfer and adapt technology to their needs. Thus, the problems involved in this transfer of technology became the main theme of many of the most useful sessions.

Many under-developed nations have only recently attained political independence. In the next decade, all expect to achieve economic stability through the development of their resources, natural, human and agricultural, a process that has taken 50 to 150 years in most countries now more or less developed.



*A group of members of the large Canadian delegation attending the UN Conference on the Application of Science and Technology for the Benefit of the Less-Developed Areas.*

Education and training are clearly their most pressing problems. Not only are trained people a requisite for development, but the problems arising from industrialization, increasing urbanization, improved communications, shifting labour patterns and health programmes require for their solution a population with a general educational level much higher than that existing today. One of the major needs of the developing countries is for technicians, a need accentuated by their extreme shortage of engineers and scientists. As one of their delegates pointed out, it is just possible that they might be able to train enough scientists abroad, but it would be much more difficult, perhaps impossible, to train the technicians needed to assist them in their work.

### **Services of Experts Sought**

There were, accordingly, frequent suggestions, even in the specialized sessions, for the creation of unsponsored panels of experts or of co-ordinating agencies devoted to a limited task. These ranged from directed geological surveys and a permanent panel of economic planning experts to the establishment of regional machine-repair stations under United Nations supervision and placed at the disposal of governments short of the required specialized personnel.

The demand for more direct aid was equally insistent. At the opening of the conference, the President called for a "committee of wise men" or a scientific



brains trust for the co-ordination and application of science and technology in international activities. The Director-General of the Food and Agriculture Organization spoke of a travelling committee of scientists who would report regularly to the General Assembly. Going still further, the Scientific Adviser to the President of the United States, Dr. J. B. Wiesner, suggested the creation of some kind of permanent agency with the permanent projection of scientific and technological progress on the problems of the developing countries as its main function.

As the conference progressed, the demand for a greater role for science and technology in international activities found frequent expression. A motion moved on behalf of 19 countries requested study of the possible establishment of a permanent United Nations institute for the co-ordination of science and technology. Other institutes or data-assembling centres were proposed in specific fields. In a call for closer co-ordination of international aid, the suggestion was heard that United Nations clearing-house for technical assistance be established, perhaps under a High Commissioner.

Many delegates seemed unenthusiastic about the creation of a new, autonomous agency to deal with scientific questions. Most favoured the basic idea that science and technology should play a greater role in the United Nations and in the activities of the Specialized Agencies and that the Agencies should be reinforced on the scientific side.

#### **Statement by Mr. Hoffman**

As conceived, the conference was not empowered to adopt resolutions or make recommendations, but the exchange of ideas between representatives from developed and emerging countries cannot fail to have both immediate and long-term effects. Addressing the closing plenary session of the conference on behalf of the Secretary-General of the United Nations, the heads of all the UN Agencies and the Executive Chairman of the United Nations Technical Assistance Board, the Managing Director of the United Nations Special Fund, Mr. Paul Hoffman, remarked, in this connection:

"The United Nations Secretary-General and all of us concerned with helping to speed development are greatly encouraged by our evident recognition that, however spectacular the immediate results of this conference, its greatest achievement will be to set the stage for the vastly greater contribution that science and modern technology have yet to make to human progress. It is the follow-through that is all-important.

"It seems to us that one of the first necessary steps is an expansion and re-orientation of the scientific research and technological development now going on in the advanced countries — to make certain that adequate attention is given to the needs of the developing countries. . . .

"Not only have industrialized countries responsibilities for expanding and re-orientating their research. They also have heavy responsibilities to assist in



the introduction of a new knowledge and techniques in the low-income countries and to support their wide-scale application.

"If there are thus major responsibilities which rest with the more advanced countries, the action to be taken by the developing countries is no less crucial. The developing countries should give a more important place in their planning to the part that science and technology must play if development is to be speeded. Specifically, every developing country will need certain institutions for this purpose and need to have at its disposal, among its own citizens, at least some technologists and scientists. And those that are available must be regarded as the nucleus upon which to build. . . .

"Further, in the low-income and industrialized countries alike, there is the urgent need to bridge the gap between disciplines and activities — for instance, to relate in a timely and essential manner the work of scientists and technologists with that of those who are planning and carrying out development programmes.

"Finally, there is the role of the United Nations — a matter of special concern to the Secretary-General, who is called upon to report on the conference and its follow-up to the Economic and Social Council this summer. It is clear that the United Nations family will have to give greatly increased recognition, at all levels — headquarters, regional commissions and field offices — to science and technology. Many suggestions to this end have been made in the course of the conference. They will be carefully considered in the coming months by the Secretary-General, as well as by the heads of the Specialized Agencies and the International Atomic Energy Agency. I do not wish in any way to prejudice the conclusions which may be reached as a result of such a study, but I venture to think that the following elements will need to find a place among them:

(1) As was suggested in the Secretary-General's opening statement, help to developing countries in building up national scientific and technological institutions and in arranging for the education and training of scientists and technologists should be recognized as an international responsibility and should to the greatest possible extent be made available on request by the United Nations and its related Agencies.

(2) The provision of effective help will require a further strengthening of the growing network of joint field offices of the Special Fund and the Technical Assistance Board. . . .

(3) It may be necessary to seek ways of handling certain problems of the application of science and technology on a regional level and others — such as those of tropical areas — on an inter-regional level. . . .

(4) The gaps in international action, the researches that should be stimulated, the areas where the dissemination and application of new knowledge and processes are inadequate, all should be identified and steps taken to fill them as soon as possible.

(5) What is needed is new programmes, new money and a new sense of collective responsibility. The existing organizations of the United Nations family

provide a firm and adequate basis upon which to build. But the work of the United Nations family in the whole field of science and technology should be brought under continuing reviews so as to ensure an inter-disciplinary approach and a maximum of co-operation and co-ordination. . . .”

### **Disarmament Appeal**

The conference incidentally provided some 100 of its participating scientists with an opportunity to address to the 18-Nation Disarmament Conference, also meeting in Geneva, “a solemn appeal to try urgently to reach an agreement to stop the testing of atomic weapons and to achieve as soon as possible general and complete disarmament under effective international control, thus liberating resources desperately needed for the great and constructive task of economic and social development in a peaceful world.”

Canada’s approach to the conference and to the problems currently facing the developing countries in this field are illustrated in the following extract from the address made by the chairman of the Canadian delegation at the closing plenary session on February 20:

“Canadians are noted for their down-to-earth approach. They can therefore be of particular help in setting up surveys of soil, timber and fish, co-operatives, farm-training programmes and the like. They can also be of assistance in fields where they have special experience, such as railroad transportation and nuclear technology. All this, of course, depends on the resources available and on constructive bilateral and multilateral arrangements. We should look forward to a strengthening of the present United Nations system, to improvements in the co-ordination between the various agencies which are now doing such useful work, and to a considered determination as to how the gaps in our existing structure of international co-operation may be filled.

“Today the range and scope of problems arising out of the relations of governments and nations gives a new content and meaning to the traditional forms of diplomacy. The holding of our conference is a mark that, in the twentieth century, these relations encompass a far wider field than at any time in man’s long history. The contribution that science and technology can make towards the creation of ‘one world’ has been reflected in specific terms in the scope and depth of the subjects we have considered. We have learned at first hand of the many lines of action in which the United Nations and its family of institutions are playing an active part. We must now pause to assess and evaluate what has been done, what is possible, where the first priorities lie. We must then move ahead with all the means — including science and technology — available in this very imperfect but most exciting world where every sunrise is a challenge that, before the sun sets, each of us will have shared in solving what are clearly common problems. And in taking up the challenges that face us, let us remember that: ‘It is not the beginning but the continuing of the same until it is truly finished that yieldeth the true glory’.”

### **Make-up of Canadian Delegation**

Canada contributed 29 papers to the conference, primarily in the fields of agriculture (including forestry), natural resources, mining development and health. In addition, 12 Canadian technical documentary films were submitted for showing during the conference and a representative collection of articles and books was included in the display of technical literature held concurrently with the meeting. The Canadian delegation, which provided the conference with one of its 15 vice-presidents and with chairmen, discussion leaders or rapporteurs for some 20-odd technical meetings was composed as follows:

Chairman: Dr. J. W. T. Spinks  
President,  
University of Saskatchewan

Vice-Chairman: Mr. S. F. Rae  
Ambassador,  
Permanent Representative of Canada  
to the European Office of the United Nations, Geneva

#### **Members:**

##### *From Universities and Private Industry*

Dr. T. W. M. Cameron  
Director, Institute of Parasitology,  
Macdonald College, Ste-Anne de Bellevue

Dr. A. J. Dakin  
Head, Division of Farm and Regional Planning,  
University of Toronto

Dr. C. R. Elsey  
Vice-President,  
Research and Development,  
British Columbia Packers,  
Vancouver

Dr. J. C. Gilson,  
Acting Head, Department of Agriculture,  
Economics and Farm Management,  
University of Manitoba

Mr. Nathan Keyfitz  
Professor, Department of Political Economy,  
University of Toronto

Dr. J. F. McCreary  
Dean of Medicine,  
University of British Columbia

Dr. Lucien Piché  
Vice-Rector,  
University of Montreal



*From Federal and Provincial Government Agencies:*

Mr. W. R. Buck  
Chief, Mineral Resources Division,  
Dept. of Mines and Technical Surveys,  
Ottawa

Mr. E. F. Durrant  
Chief Hydrologist,  
Prairie Farm Rehabilitation Administration,  
Regina

Dr. W. T. R. Flemington  
Director, Education Division,  
External Aid Office  
Ottawa

Dr. George Gauthier  
Director of Research,  
Education and Information,  
Department of Agriculture of the Province of Quebec

Dr. J. H. Jenkins  
Director, Forest Products Research Branch,  
Department of Forestry, Ottawa

Dr. W. B. Lewis  
Vice-President, Research and Development,  
Atomic Energy of Canada Ltd.

Mr. J. E. Oberholtzer  
Deputy Minister,  
Department of Industry and Development  
of the Province of Alberta

**Secretaries:**

Dr. J. M. Roxburgh  
Chief Scientific Liaison Officer,  
Information Branch,  
National Research Council, Ottawa

Dr. J. B. Marchall  
Chief Scientific Liaison Officer,  
National Research Council,  
London

## *Canada and Equatorial Africa*

UNTIL 1958, French Equatorial Africa was divided for purposes of administration into four sections: the Middle-Congo (capital Brazzaville), Gabon (capital Libreville), Chad (capital Fort Lamy) and Ubangi-Shari (capital Bangui). All four joined the French Community when General de Gaulle, by referendum, offered them self-government within the Community and later, at their request, independence. All these lands, which seemed to sleep in a tropical lethargy, have become independent nations in the course of the last five years. They are now called the Republics of Gabon, Chad, the Congo (Brazzaville) and the Central African Republic.

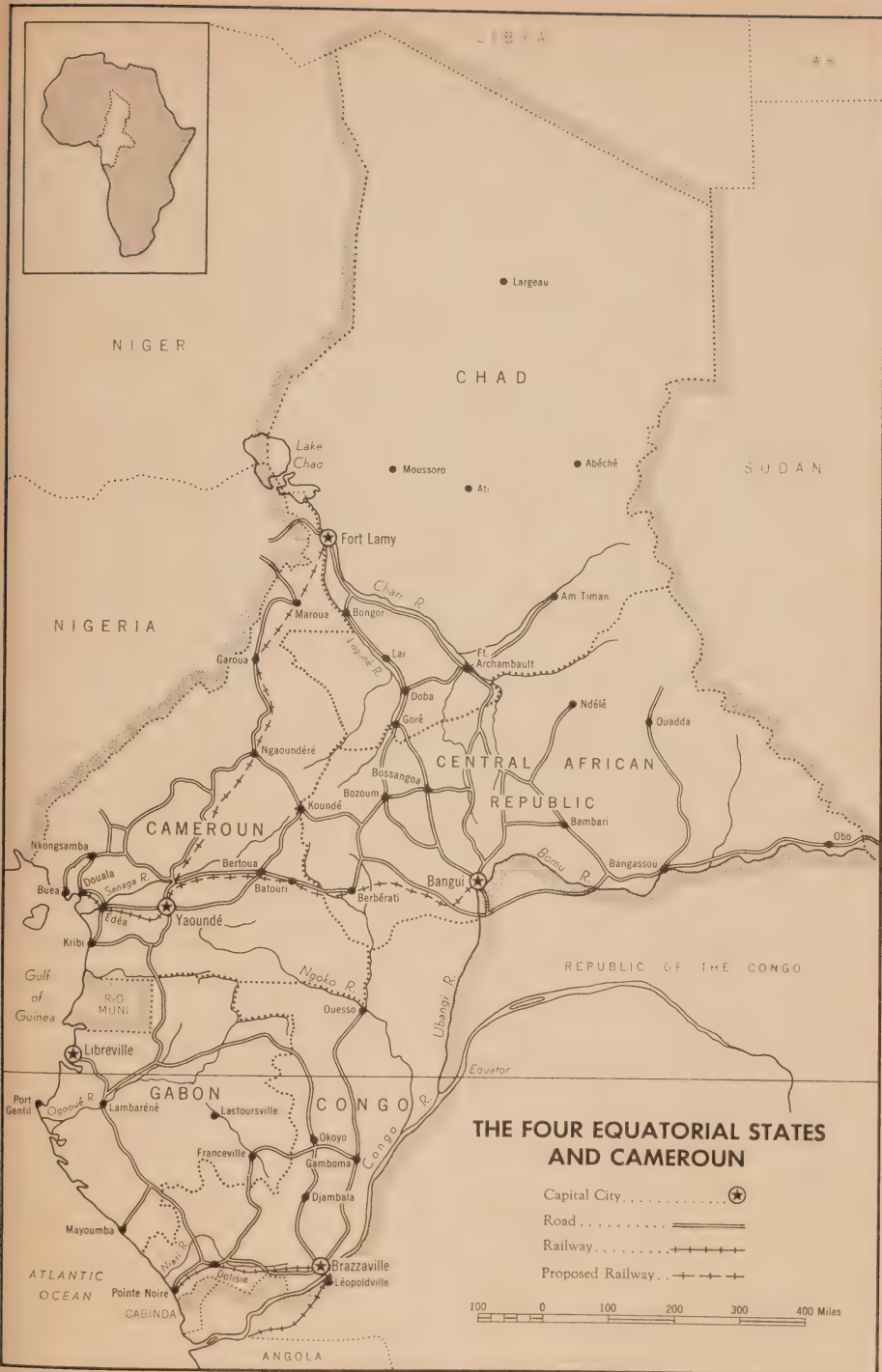
Cameroun, though situated in the same area, was called by its past history to follow a slightly different road, also, however, within France's orbit. The greater part of this territory, a former German possession, had been placed under French mandate by the League of Nations after the First World War. The westernmost part of the territory had been entrusted to Britain, to which already belonged rich Nigeria, the adjoining land. Today the two parts of the Cameroons make up together the independent federation of Cameroun, comprising a French-speaking province (four-fifths of the territory) and an English-speaking one (Western Cameroun). Thus Cameroun is a French-English bilingual nation, a characteristic it shares with Canada.

These five independent nations are culturally and economically within the orbit of France. They belong to the zone of the franc. They also constitute one of the main groups in the Union Africaine et Malgache (African and Malagasy Union), a purely African organization of which 12 nations are already members while others have applied for entry. The African and Malagasy Union provides for a customs union between member states, a common defence organization, and above all, constant consultations toward African unity and a common planning of development — in a word, for the material and moral progress of the free peoples of Africa.

In February 1962, Canada decided to appoint an ambassador to these five countries, with his residence at Yaoundé, Cameroun.

### **Cameroun**

Cameroun has a population of 4,035,000 in a territory of 182,489 square miles. Geographically, it is the doorway to landlocked Central Africa. Up to the present, trade relations between either Chad or the Central African Republic and the outside world have had to follow the difficult and expensive Congo waterway or to be conducted overland, a slow and arduous process. The improvement of road connections and transportation, and particularly the decision to build a railway between Yaoundé and Chad, to the north, and Yaoundé and the Central





African Republic, to the east, have turned Cameroun into a natural crossroads. The Douala-Yaoundé railway, inside Cameroun, was surveyed by the Germans and built by the French. Cameroun now plans to extend it to Fort Lamy and Bangui with assistance from the European Common Market and American loans obtained at a nominal interest rate.

Ethnically, few nations are so varied as Cameroun. While English is spoken in a small part of the country and French is the language of communication elsewhere, the tribes have distinctive idioms: the Douala, the Bassa, the Ewondo, the Bulu, the Bamiléké, the Fulbé, the Peuhl and others. The people belong to physical types just as varied as the local wildlife. The Moslem Fulbé, Semitic in origin, are of slender build and have almost Oriental features. The Bamiléké are thick-set, with wide shoulders. Deep facial scars often provide the clue to a man's or a woman's tribal origin. The Pygmies still to be met within southern Cameroun and along the eastern border have remained woodsmen and hunters as in prehistoric times. They are generally believed to have been the first inhabitants of the country. There are three main religious groups: Catholics, Protestants (principally Presbyterians and Baptists) and Moslems. Animism is still in existence, and paganism is to be found among the Kirdis, a mountain tribe that took refuge in the highlands at the time of the Sudanese invasions and remained there.

Cameroun's wildlife is famous the world over. Elephants roam free in the large Waza national park, with panthers, lions, antelope, wart-hogs and a full assortment of apes and monkeys, including the chimpanzee and the gorilla. Big-game hunters come from the United States and Europe to Cameroun. While many areas remain primitive, few are unexplored. Civilization pushes ahead constantly, rolling back the still living remnants of by-gone eras.

Cocoa, coffee, bananas and hardwoods are the staple exports of Cameroun. The hardwoods, of excellent quality, are laminated in Nigeria or Gabon for export as plywood to Sweden, Italy, Britain and France. The main basis of the economy, however, is the production of foodstuffs: maize, makabo (an edible tuber), sorghum, as well as large herds of goats, and the cross-bred "gnou" cattle with superb horns and humped backs. Industrial development is still in its infancy, though an aluminum factory is making progress at Edea. The extension of the railway will undoubtedly result in the development of meat-packing plants, a cement industry and mining.

Since it became independent on January 1, 1961, the country has had no political crises, and the Government of President Ahmadou Ahidjo can be considered as solidly established. As elsewhere in Africa, the political future seems to develop in the direction of the single-party system. The party in Cameroun is the Parti de l'Union Camerounaise. Acts of terrorism still occur in the Bamiléké region, but, on the whole, peace has returned and Cameroun is looking forward confidently to rising living standards. Cultural, military and economic aid is continued by France. The United States is sending members of its Peace Corps,

and Canada is providing technical counsellors under the Canadian programme of external aid to the French-speaking states of Africa. With this assistance, as well as through its own efforts, Cameroun will eventually have the technical personnel necessary for full national development.

Western Cameroun (under British trusteeship before independence) is a long strip of land between the French-speaking eastern province and Nigeria. It covers an area of 30,000 square miles and has a population of 840,000. It is an extremely picturesque land, culminating in the magnificent Mount Cameroun, a 13,000-foot active volcano. The main exports of this region are bananas, cocoa, rubber, palm oil and tea.

The capital of Western Cameroun is Buea, on the slopes of Mount Cameroun. The Prime Minister is Mr. John Foncha, also the Vice-President of the Federal Republic. The economy is going through a transitional phase. The CFA franc is being substituted for the British pound, the metric system for the system English of weights and measures and driving on the right for driving on the left.

### **The Congo (Brazzaville)**

Two neighbouring countries in Africa are called "Republic of the Congo". They are separated by the huge Congo river, which served as the first route for white penetration into Equatorial Africa. The former colony of the Middle Congo has now become the Republic of the Congo. Its capital, Brazzaville, is one of the focal points of Africa. It was here that Savorgnan de Brazza, a French citizen of Italian ancestry, came ashore in 1880 and concluded a treaty of friendship with the native king. Here, too, some time later, the king would have nothing to do with the explorer Stanley's suggestion that he switch his allegiance from France to Britain. This friendship and loyalty were again demonstrated in a striking manner during the Second World War, when Brazzaville, under Governor-General Eboué, joined the Free French forces. Relations with France have remained excellent, and technical assistance brings to the Congo France's moral and financial support.

The Congo occupies only 129,000 squares miles and has a population of 795,000 inhabitants. Among the countries of Equatorial Africa, it is the best developed, though the poorest in natural resources. Neither Gabon's mineral riches nor the precious okume wood, so abundant elsewhere, are to be found here. However, the Niéri valley is very fertile. Some industry, of little importance yet, has appeared at Pointe-Noire and Dolisie. The very important role played by the Congo until this day, especially by its capital, is explained by the fact that Brazzaville is the starting-point for trade with the hinterland. River navigation, however, is slow and expensive, owing in part to transshipments. The Congo places high hopes on the Kouilou dam, which may result in an aluminum industry. Brazzaville has one of the most powerful radio stations in Africa. Television made its appearance a few months ago.

Since 1958, the Abbé Fulbert Youlou has been head of state. After being

elected to the Legislative Assembly, he became the leader of the Government, and, in 1961, the President. He has maintained close ties with France. During the celebrations of independence, he unveiled a monument to General de Gaulle as a mark of "friendship and gratitude" toward France. Mr. Youlou, a member of the Bakongo tribe, is an active promoter of African unity and his country takes an important part in the activities of the African and Malagasy Union.

### **Gabon**

Gabon, the smallest country in Equatorial Africa (102,290 square miles) and the least populated) barely 420,000 people), is nevertheless the richest. Dense tropical forests cover the territory, in which are found important iron and manganese ore deposits. The external contribution to development is considerable. The International Bank for Reconstruction and Development has extended substantial credits for the improvement of Gabonese transport and communication facilities. Near the seaboard, oil deposits yield 750,000 tons a year. The forests are rich in precious woods. Living standards are higher than in the neighbouring countries. Libreville, the capital, like Monrovia and Freetown, was established by former slaves. The latter did not, however, return from the United States or South America, but had just been acquired by slave merchants when a French naval lieutenant intercepted the ships, took the slaves ashore and helped them establish the town of Libreville. The main sea-port is Port-Gentil. Other important centres are Lambaréné, where Dr. Albert Schweitzer's mission is located, and Franceville.

Though economically independent, Gabon has been one of the founding members of the UAM, and its President, Mr. Léon M'ba, is the President of the Union for the half-year term now running. A former officer in the French civil service, he made an early entrance into politics, where his prudence, his feeling for public opinion and his ability soon brought him to the fore.

### **Central African Republic**

With a land area of 238,000 square miles and a population of over 1,000,000, the Central African Republic is twice as large as Gabon and three times as populous. Yet its geographical situation and resources are very different. Agriculture is the basis of the economy. Up to the present, it has produced enough to feed the population, but the prospects of further development are scanty, on account both of limited natural resources and isolation. Bangui, the capital, is linked by carriage roads to Batori, Berberati and Bangassou, but its only connection with the seaboard, apart from air transport, is the Ubangi River, a tributary of the Congo.

A systematic survey of the national wealth may reveal unsuspected riches underground. Already, diamond deposits have given rise to some hope of mineral development, and two foreign companies, under government supervision, are marketing an appreciable quantity of commercial diamonds. The country is sure



to need a vast amount of outside assistance before it can fly with its own wings. French assistance is available at present to answer the need.

A name to conjure with in the Central African Republic is that of Barthélémy Boganda. Elected to the French National Assembly in 1946, and subsequently re-elected regularly with the support of the Mouvement Républicain Populaire (MRP), he formed a new party, the Mouvement pour l'Évolution Sociale de l'Afrique Noire (MÉSAN) (Movement for the Social Development of Black Africa). He became President of his country when independence was proclaimed, but died prematurely in an airplane accident on March 29, 1959. The country came near to anarchy as a result of his death, but a cousin, Mr. David Dacko, succeeded in taking the lead and becoming President, a difficult task considering the prestige and personality of his predecessor. Mr. Dacko now has the situation well in hand. The future progress of the Central African Republic will depend mainly on the improvement of transportation to the coast. This problem should be solved by the Cameroun Railway when it reaches Bangui. The training of technical personnel and the establishment of local industries will also be necessary.

## **Chad**

The traveller arriving in Chad finds the atmosphere quite different from that in the neighbouring countries. At Bangor, the DC-3 lands on a grass-covered runway, the wind from its propeller blades bending the rank vegetation in a wide furrow. From the desert close at hand come waves of hot air. Everyone aboard helps with the unloading of crates and mail-bags. One feels compelled to take refuge from the sun's direct rays under the wings of the airplane. The regional setting is already that of the Sudan. The Moslem influence is recognizable everywhere, especially in the type of clothing worn by the people and in the slower tempo of life. Fort Lamy, the capital, stretches pink and white along the banks of the Logone River, which flows into Lake Chad. The latter, as large as some of Canada's Great Lakes, is very shallow in the dry season. During the rainy season, the lake widens by one-third; water invades the surrounding desert, driving away the peasants and camel-drivers. Stock-raising is the main industry in Chad. Modern packing factories have been set up at Fort Lamy. Most of the meat sold in Leopoldville used to come from Chad. Lack of money in the Congo has diverted the flow of exports, and meat is now shipped by air to the oil wells in the Sahara.

The Arab character of the country is noticed from the moment of arrival, when the traveller sights the Kufra barracks, built in the Islamic style. Its soldiers are renowned as the best in Black Africa. They took part in General Leclerc's epic advance from Chad to a junction with Marshal Montgomery's forces between Benghazi and El Alamein. Usually, when one hears about the splendid Senegalese soldiers, those referred to are the towering athletes of the Sara tribe of Chad. The Arab note is even more perceptible in the market place of Fort Lamy, famous throughout Africa, where spices, saffron and cumin are displayed

in small heaps on the ground among the multi-coloured fabrics, woven in narrow strips and sewn together, with which the African women's billowing dresses are made. Men wear turbans. The Peulhs cover their faces, so that only their eyes may be seen.

There exists a certain degree of friction between the Moslem element, which dominated the country for a long time, and the Blacks, now the more prosperous element and the intellectual élite of the country, who inhabit the villages and the countryside to the south. Francois Tombalbaye, who became President of Chad when the country attained its independence, was born in the Fort Archambault area in 1918. The son of a Sara merchant, Tombalbaye chose to work as a *moniteur de brousse* (bush instructor), an official of the old French administration. This decision led him to become a labour organizer and eventually to form the Parti Progressiste Tchadien (Chad Progressive Party). His rise in politics was swift. When the Prime Minister, Gabriel Lisette, was defeated as a result of pressure from the Moslem North, Tombalbaye succeeded in reconciling the North and the South. He became President in 1960.


Chad's exports must move across the territory of several other countries to reach outside markets. The Cameroun Railway will therefore benefit Chad immensely. The population of Chad is 2,730,000, great numbers of whom live a nomadic life, since their cattle and sheep depend on water-supply points that vary from season to season and year to year. Chad livestock is at present driven across the bush country to Yaoundé, Cameroun, and as far as Nigeria, before being sold. Relations between Chad and its neighbours are excellent. In January 1963, a meeting was held in Fort Lamy of the nations concerned to discuss the development of the area round Lake Chad. Fort Lamy is not easily reached by land, owing to the condition of the roads, or by water, because the Logone River is not always navigable; but it is on the direct Air France route to Paris. It is also on the pilgrim road to Mecca.

The five French-speaking countries of Equatorial Africa — Cameroun, the Congo (Brazzaville), Gabon, the Central African Republic and Chad — thus make up an aggregate of about 10,000,000 people. Though they are young nations, still lacking many of the key personnel need, they show a remarkable maturity of mind, an acute sense of reality and a will to raise living standards by developing industry and natural resources and extending education among the people. Together, they work for the unity of Black Africa in the African and Malagasy Union, as well as through membership in the Monrovia Group. Their efforts to reach some form of neutrality between East and West cannot alter the fact that, by the force of cultural factors, they are natural allies of Europe and the West.

It is idle to ask whether some of these countries were mature enough to become independent. Certain influential persons agree that, left alone, the new states would not be viable. But they could not refuse independence when it was offered. Africa was swept by a tidal wave, the general movement was irresistible.

The young nations lacked leaders and money, they had no feelings of hate for France. Yet they proclaimed independence, confident of the continued aid of the former colonial power.

Canada is not unknown in this part of the world. Canadian missionaries, mostly Catholic but also Protestant, have established secondary and technical schools, normal schools, medical clinics. The Canadian Government, through the External Aid Office and in agreement with the governments concerned, is providing technical advisers who give a hand to native and French teachers in responding to the population's eager desire for education.





# *The Department of External Affairs\**

From Confederation until 1914, Canada's position in the British Empire was essentially that of a self-governing colony, whose external relations were directed and controlled by the Imperial Government in Great Britain through the Colonial Office and through the Governor General. By 1914, however, Canada and the other dominions had acquired considerable *de facto* power in the field of external relations. Partly because of its increasing importance in world affairs and partly out of a growing desire for autonomous status, which had been fostered particularly during the First World War, Canada therefore sought, within the existing constitutional framework of the Empire, a fuller control over its own external relations — a process which culminated in the Imperial Conference of 1926.

Canada's first efforts concerning its own external relations, in the early 1900's, merely took the form of creating improved administrative machinery at home. The first suggestion that a separate department of external affairs be established, on the precedent of the government structure in Australia, came from Sir Joseph Pope, then Under-Secretary of State, in 1907.

In May 1909, under the Laurier Government which introduced the bill, Parliament authorized the establishment of a "Department of External Affairs". The title indicated that it was to deal with Canada's relations with other governments within the British Empire as well as with foreign powers. The act creating the Department placed it under the Secretary of State, with an Under-Secretary of State for External Affairs to rank as the permanent deputy head of the Department. The establishment of the Department brought no constitutional change.

In 1912, an amending act was passed placing the Department directly under the Prime Minister, instead of the Secretary of State, and from April 1 of that year the Prime Minister held the additional portfolio of Secretary of State for External Affairs. The appointment of a separate minister for the Department was considered from time to time, but no action was taken until March 1946, when a bill was introduced to repeal the section of the act of 1912 which provided that the Prime Minister was to be the Secretary of State for External Affairs. The bill was passed on April 2 and five months later, on September 4, 1946, the announcement was made of the appointment of Mr. Louis St. Laurent as the first separate Secretary of State for External Affairs.

## **Early Years**

The Department began with a modest staff consisting of the Under-Secretary (Sir Joseph Pope), two chief clerks and four clerks. In 1912 an Assistant Under-Secretary was added, and in 1913 a Legal Adviser.

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\*This reprint of a reference paper issued by the Department of External Affairs is the first of a series of articles on the organization and administration of the Department.

The gradual recognition of Canadian autonomy in international affairs and the growth of Canadian responsibilities abroad made expansion inevitable. After 1920, it became increasingly apparent that Canada's interests could no longer be conveniently handled by the British diplomatic and consular authorities. The new Department began to develop into an agency for the direct administration of Canada's external affairs.

In 1921, the Office of the High Commissioner in London was placed under the control of the Department. In 1925, a Canadian Advisory Officer (subsequently called Permanent Representative) was appointed in Geneva to represent Canada at various conferences and League Assemblies and to keep the Canadian Government informed of the activities of the League of Nations and of the International Labour Office.

An advance of the first importance in the Department's development came as the result of an agreement reached at the Imperial Conference in 1926, by which the Governor General ceased to represent the Government of the United Kingdom and became solely the personal representative of the Sovereign. This brought about two changes: (1) as the United Kingdom Government was now without a representative in Canada, it appointed, in 1928, a High Commissioner to represent it at Ottawa; (2) after July 1, 1927, correspondence from the Dominions Office in London and from foreign governments was addressed to the Secretary of State for External Affairs instead of to the Governor General.

### **Representation Abroad**

Before the establishment of the Department, a High Commissioner had been appointed to represent Canada in London (from 1880) and an Agent General in France (from 1882), neither of whom had diplomatic status. In addition, Canada was represented abroad in the closing years of the nineteenth century by trade commissioners and immigration officials. They were appointees of individual departments of the Canadian Government and did not enjoy diplomatic status. Negotiations with foreign countries were conducted through the British Foreign Office and dealings with other parts of the Empire through the Colonial Office, with Canadian representatives frequently included in negotiations. Canadian interests abroad were handled by British diplomatic and consular authorities. All communications to other governments were made through the Governor General in those early years.

Before 1920 Canada had no independent diplomatic representative abroad, although, as early as 1920, it was agreed by the British and Commonwealth governments, and by the United States Government, that a Dominion Minister could be appointed to Washington. The appointment was made in 1926, and the first Canadian legation was opened in Washington early in 1927. This was followed in 1928 by the appointment of the former Commissioner-General in Paris as Minister to France, and, in 1929, by the opening of a legation in Tokyo. At about the same time, the United States, France, and Japan opened legations in Ottawa.

The expansion of the service was thereafter interrupted by the depression of the Thirties. The three years of rapid growth from 1926 to 1929 were followed by a decade of consolidation. The next step in the exchange of diplomatic representatives with other countries was taken when Belgium sent a minister to Ottawa in 1937; in January 1939, Canada established legations in Belgium and The Netherlands.

With the outbreak of the Second World War, it became imperative that Canada have closer and more direct contact with other governments of the Commonwealth, with the Allied governments and certain other foreign governments (e.g., in Latin America). The day after Canada's separate declaration of war on September 10, 1939, it was announced that the Canadian Government would send high commissioners to Australia, New Zealand, South Africa and Ireland. These Commonwealth governments reciprocated. The appointment in 1941 of a High Commissioner to Newfoundland recognized the importance of that country to the defence of Canada.

The increasing magnitude of Canada's war effort and its growing international commitments led to a rapid increase of diplomatic exchanges with foreign countries. In 1942, by reciprocal agreement, Canada appointed ministers to the U.S.S.R. and China. During the war, a single Canadian minister was accredited to a number of allied governments then functioning in London or Cairo: those of Belgium, The Netherlands, Czechoslovakia, Greece, Norway, Poland and Yugoslavia. (Canada also received ministers from each of these governments.) After the liberation of France, this minister, following a period in Algiers as representative to the French Committee of National Liberation, moved to Paris, with the rank of ambassador. Separate missions are now established in the capitals of all these countries.

The establishment of diplomatic relations with Latin America was another wartime development. In 1941, Canadian legations were opened in Brazil and the Argentine (the minister to the latter being also accredited in 1942 to Chile), and these countries sent their first ministers to Ottawa. Diplomatic representatives were sent to Mexico and Peru in 1944 and to Cuba in 1945. The decision to open missions in Latin America was based not only on the development of intra-American trade but also on the conviction that a closer understanding was necessary to the solution of common problems during the war, when several of those countries became allies. Canada now has diplomatic relations with all countries in Latin America. Also, because of Canada's closer ties with Latin America, a new political division devoted to that area was set up in the Department in 1960.

Canada's external affairs services continued to expand following the war. Embassies were opened in a number of countries and, after 1947, high commissioners were accredited to India and Pakistan, and subsequently to the other new members of the Commonwealth — Ceylon, Cyprus, Ghana, Jamaica, Malaya, Nigeria, Sierra Leone, Tanganyika, Trinidad and Tobago, and Uganda.

During and after the war, Canada participated in the general trend toward the



elevation of legations to embassy status. In 1943, most of the large Canadian missions abroad became embassies. Since then, certain of the new missions listed above were opened as embassies, while others, such as the missions in Italy and Switzerland, were raised to the rank of embassies later.

Membership in the United Nations has increased Canada's responsibilities outside its own borders, and Canada has been represented on various organs of the United Nations since its formation in San Francisco in 1945. After Canada's election, for a term, to the Security Council in September 1947, a Permanent Canadian Delegation was established in New York in January 1948, and later in the year a small office was also opened in Geneva, the European headquarters of the organization. In view of the increasing responsibilities which Canada has assumed in the organization since that time (e.g., Palestine Truce Supervision, Indo-Pakistan border observation, United Nations Emergency Force, United Nations Operation in the Congo, and other UN undertakings), both these offices, now called Permanent Missions, have been expanded.

Canada was one of the founding members of the North Atlantic Treaty Organization in 1949, and has played an active role in the Organization during the many years of its existence. In May 1952, on the establishment of a NATO Permanent Council, a Canadian Permanent Delegation was set up in Paris to represent Canada's NATO interests. There is also in Paris a Canadian Permanent Delegation to the Organization for Economic Co-operation and Development. In addition to representing Canada on these permanent international bodies and their various committees, officials of the Department of External Affairs have been members of Canadian delegations at a large number of international conferences in recent years.

Today, Canada conducts its external relations with some 85 countries through the following channels:

- (a) *Embassies in:* Argentina, Austria, Belgium, Brazil, Cameroun, Chile, Colombia, Congo (Leopoldville), Costa Rica, Cuba, Czechoslovakia, Denmark, Dominican Republic, Ecuador, Finland, France, The Federal Republic of Germany, Greece, Haiti, Indonesia, Iran, Ireland, Israel, Italy, Japan, Lebanon, Mexico, The Netherlands, Norway, Peru, Poland, Portugal, South Africa, Spain, Sweden, Switzerland, Turkey, the Union of Soviet Socialist Republics, the United Arab Republic, the United States of America, Uruguay, Venezuela, Yugoslavia;
- (b) *Non-Resident Ambassadors in:* Bolivia, Burma, the Central African Republic, Chad, Congo (Brazzaville), Dahomey, El Salvador, Gabon, Guatemala, Guinea, Honduras, Iceland, Iraq, Ivory Coast, Luxembourg, Morocco, Nicaragua, Niger, Panama, Paraguay, Senegal, Sudan, Thailand, Togo, Tunisia, Upper Volta;
- (c) *High Commissioners Offices in:* Australia, Britain, Ceylon, Ghana, India, Jamaica, Malaya, New Zealand, Nigeria, Pakistan, Tanganyika, Trinidad and Tobago;

- (d) *Non-Resident High Commissioners in:* Cyprus, Sierra Leone, Uganda;
- (e) *Consulates General in:* Boston, Chicago, Hamburg, Los Angeles, Manila, New Orleans, New York, San Francisco, Seattle;
- (f) *Consulates in:* Detroit, Duesseldorf, Philadelphia, Sao Paulo;
- (g) *Honorary Consulate-General in:* Reykjavik;
- (h) *Military Mission in:* Berlin;
- (i) *Canadian Permanent Missions to:* United Nations (New York and Geneva)
- (j) *Canadian Permanent Delegations to:* North Atlantic Council, UNESCO, OECD;
- (k) *Canadian Commissioners on:* International Supervisory Commissions for Cambodia, Laos and Vietnam;
- (l) *Canadian Mission (Resident in Brussels) to the European Communities:* EEC, EAEC, ECSC.

### **Functions of the Department**

The main functions of the Department of External Affairs are:

- (a) the supervision of relations between Canada and other countries and of Canadian participation in international organizations; the protection of Canadian interest abroad;
- (b) the collation and weighing of information regarding developments likely to affect Canada's international relations;
- (c) correspondence with other governments and their representatives in Canada;
- (d) the negotiation and conclusion of treaties and other international agreements;
- (e) the representation of Canada in foreign capitals and at international conferences.

### **Departmental Organization in Ottawa**

The headquarters of the Department in Ottawa is the East Block of the Parliament Buildings.

The staff is headed by an Under-Secretary of State for External Affairs with a Deputy and four Assistant Under-Secretaries. These are assisted by two groups of officers of various ranks classified by the Civil Service Commission as Foreign Service Officers and External Affairs Officers. Officers at diplomatic posts are formally designated according to their rank, from senior to junior, as ambassadors, ministers, counsellors and first, second and third secretaries. Those serving at consular posts are called consuls general, consuls and vice-consuls.

With the rapid expansion of Canadian representation abroad, the work of the Department in Ottawa has increased correspondingly. It is at present carried on in 23 divisions, organized largely on a functional basis, a Liaison Services Section and an Inspection Service. The Deputy and Assistant Under-Secretaries are each responsible for supervising the work of a group of divisions.

There are six geographical divisions: African and Middle Eastern, Commonwealth, European, Far Eastern, Latin American and U.S.A. Their primary task





*East Block of the Parliament Buildings, headquarters of the Department of External Affairs. This historical building, situated on Parliament Hill, was constructed during the 1860s.*

to provide the advice on which Canada's general political relations with other countries are based. In addition, they are consulted on the political aspects of matters that are primarily legal, economic, consular, etc., and they have a general responsibility for co-ordinating the various aspects of Canadian policy with respect to the countries and areas under their jurisdiction.

The United Nations Division deals with matters relating to the United Nations and its Specialized Agencies. It is responsible for providing advice on matters relating to Canadian participation in and policies toward these organizations and for co-ordinating the work of other divisions of the Department and other departments of government in this connection.

The Information Division has two main responsibilities: (1) to convey to the people of other countries a knowledge and understanding of Canada and the Canadian people and (2) to provide information on Canada's external policy and on the work of the Department of External Affairs. To these ends it produces and distributes a variety of publications such as *Statements and Speeches*, *Reference Papers*, *Reprints*, the departmental monthly bulletin *External Affairs*, the *Canadian Weekly Bulletin*, and occasional booklets and folders to meet specific needs. Out-



side Canada, the task of the Division is to co-ordinate Canadian information activities and, in most countries, to conduct those operations that include dissemination of general and specific information about Canada's economic and cultural interests, as well as its external policy. The Division helps journalists and other visitors obtain information about Canada. It has specific responsibility for liaison with the United Nations Educational, Scientific and Cultural Organization (UNESCO) and for the maintenance of certain kinds of cultural contact with other countries. It is responsible for liaison on public information matters regarding the United Nations in New York, the North Atlantic Treaty Organization and the Organization for Economic Co-operation and Development in Paris and the Colombo Plan in Colombo. Through the Interdepartmental Committee on Information Abroad, it maintains contact with other government departments concerned with the distribution of Canadian information abroad. Within Canada, the Information Division makes available current and background information on government policy regarding international affairs and on the activities of the Department as a whole, and maintains liaison with the External Aid Office in Ottawa on matters of public information. It also deals with requests from other government departments, educational institutions, business and private organizations and the Canadian public at large for information on Canada's external relations.

The Economic Division deals with all primarily economic questions which have international implications for Canada. They include financial, fiscal and trade questions, as well as a number of others which fall generally into the field of economic relations. It is, therefore, responsible for the work of the Department concerned with treaties, agreements and general day-to-day relations concerning commercial, fiscal and financial matters as well as problems of transport (shipping and aviation), telecommunications, energy matters (including nuclear energy, oil and natural gas), export of strategic materials, peaceful uses of outer space, foreign loans, Canadian participation in multilateral programmes of assistance and exchange and balance-of-payment problems. Co-ordination of policy is secured by co-operation with the Departments of Finance, Trade and Commerce, National Revenue, Transport, Agriculture, Mines and Technical Surveys, Labour, Fisheries, National Health and Welfare, the Privy Council, the National Research Council, the National Energy Board, the Atomic Energy Control Board, Atomic Energy of Canada Limited, Eldorado Mining and Refining Limited and the Bank of Canada. The Division is also responsible for co-ordinating the work of the Department with the External Aid Office, a separate agency established in November 1960 to administer Canada's economic and technical assistance programmes abroad. Relations with a number of international agencies in the economic field are also the responsibility of the Economic Division.

The Protocol Division deals with all matters of diplomatic protocol, precedence, privileges and immunities. It attends to the accrediting of Canadian diplomatic and consular representatives abroad and to the acceptance of the credentials

of similar representatives of other countries in Canada. It arranges for visits to Canada by distinguished foreigners and for the extension to them of government hospitality. It deals with foreign honours and awards.

The Legal Division works under the direction of the Departmental Legal Adviser, who is at present the Deputy Under-Secretary of State for External Affairs. Its principal function is to ensure that international affairs, so far as Canada is concerned, are conducted in accordance with approved legal principles and practices. Accordingly, it furnishes the Department with advice on public and private international law, constitutional law and comparative law. In addition, the Division follows closely the work of the Sixth (Legal) Committee of the United Nations General Assembly and of the International Law Commission. Continuing liaison is maintained with the Department of Justice, the Office of the Judge Advocate General and other law establishments of the Government on many questions. Besides its general section, the Division comprises a Treaty Section, which assists in the preparation and interpretation of international agreements and is responsible for the maintenance of treaty records, the registration of treaties with the United Nations, their publication in the *Canada Treaty Series* and their tabling in Parliament.

The direct relation between foreign policy and defence policy necessitates close liaison between the Department of External Affairs and other departments of government, particularly the Department of National Defence. The Defence Liaison Divisions are responsible for these aspects of the Department's work. They are primarily concerned with the work of the Department arising from Canada's membership in the North Atlantic Treaty Organization and from the Canadian participation with the United States in the defence of the Canada-United States region of NATO. They are also responsible for co-operation with the appropriate government departments and agencies concerning the Canadian military contribution to United Nations, peace-keeping operations like UNEF and ONUC, Canadian technical military assistance to Commonwealth and newly-independent countries, emergency planning, and for co-operation with the Department of National Defence in arranging naval visits, tours of the National Defence College and diplomatic clearances for military aircraft.

The co-ordination of Canadian foreign and defence policies in connection with Canadian membership in NATO and participation in North American defence is dealt with by various committees on which the Department is represented. The Secretary of State for External Affairs is a member of the Cabinet Defence Committee, the meetings, of which the Under-Secretary also normally attends. From time to time the Under-Secretary attends the meetings of the Chiefs of Staff Committee; he is also a member of senior interdepartmental bodies that examine and advise on various aspects of defence questions. The Department provides the Chairman of the Joint Intelligence Committee, and is represented on the Joint Intelligence Staff, the Joint Planning Committee and the Joint Planning Staff. The Defence Liaison Divisions are responsible for co-ordinating departmental views

and for preparing papers for the departmental representative on these interdepartmental bodies.

It is the duty of Defence Liaison officers to co-ordinate the preparation of instructions for the Canadian Permanent Delegation to the North Atlantic Council and briefs for the ministerial meetings of the NATO Council, which take place twice a year, for the meetings of the Canada-United States Committee on Joint Defence, which also meets at the ministerial level alternately in Canada and the United States, and for the meetings of the Permanent Joint Board on Defence, which meets three or four times a year.

The Disarmament Division assists the Adviser to the Canadian Government on Disarmament in dealing with various aspects of the question of disarmament negotiations concerning the discontinuance of nuclear-weapons tests, and related problems. It is responsible, through the Disarmament Adviser, and in consultation with other divisions of the Department and other departments of government, for initiating recommendations with respect to Canadian policy on these subjects, Canadian participation in international negotiations, and discussions on disarmament at the United Nations.

The Consular Division is responsible for the conduct of all consular matters. Its duties include safeguarding the rights and interests of Canadian citizens and companies abroad; making arrangements for the protection and evacuation of Canadians resident abroad in times of emergency or war; representing Canadian citizens in matters of estates abroad; assisting in finding missing persons; helping Canadian citizens abroad who are temporarily destitute, including the granting of financial aid on a recoverable basis; assisting Canadian seamen in distress; procuring and authenticating legal documents and providing advice and assistance on citizenship questions. The Consular Division is also responsible for the negotiation of agreements with foreign countries permitting citizens of Canada to enter these countries for certain specified periods of time without the necessity of obtaining visas. Agreements have already been concluded under which Canadian may temporarily enter 16 countries without visas.

The Passport Office, which operates as a division of the Department, is responsible for issuing passports and certificates of identity to residents of Canada wishing to travel abroad. During the calendar year 1962 some 155,363 passport and 2,807 certificates of identity were issued. The fees received by the Passport Office during the year amounted to \$826,940.07.

The Personnel Division is responsible for the training and posting of personnel both among the various divisions in Ottawa and to the missions abroad. Its responsibilities include all matters affecting disposition, training, promotion and the general administration of personnel affairs. The Personnel Division arranges the representation of the Department on examining boards set up by the Civil Service Commission for the recruitment of staff for the Department; interviews candidates for positions in the Department; maintains personnel records and is concerned with a variety of matters relating to the welfare of members of the Department.



The administrative work of the Department is done by the Finance, Supplies and Properties, Administrative Services and Registry Divisions.

Chief among the responsibilities of the Finance Division are the preparation of the main and supplementary estimates for External Affairs, general financial control over departmental expenditures, the financing of missions and auditing of mission accounts, the handling of travel and removal claims, payments to international organizations, and administrative arrangements for Canadian participation at international conferences.

The Supplies and Properties Division arranges for the purchase of sites and premises for departmental use at posts abroad as well as the planning and development of construction projects. The Division also has the responsibility for the leasing of office accommodation, official residences for heads of post and accommodation for staff in certain cases. The maintenance and upkeep of all government-owned or leased properties controlled by the Department at posts abroad form a part of this Division's activities. It is also responsible for the purchase of furniture, furnishings and equipment for chanceries, official residences and departmentally-controlled staff quarters, together with the carrying out of major schemes of interior decoration related to such properties. All official vehicles for the Department's use abroad are purchased through the Supplies and Properties Division. It is also responsible for subsequent servicing, maintenance, replacement and insurance on these vehicles. The ordering, packing and shipping of all stationery, office supplies and equipment, to include personal removal cases in and out of Ottawa, are handled by this Division.

The work of the Administrative Services Division includes the handling of pay and allowances, leave and attendance, superannuation, printing and reproduction of documents, co-ordination of services relating to posting of personnel abroad, and the preparation and administration of departmental regulations.

The Registry Division is responsible for the custody of the official records of the Department.

The Historical Division is responsible for the archival activities of the Department, for historical work in the field of foreign affairs and, on occasion, for the preparation of background material on international issues. Library services at home and abroad fall within the jurisdiction of the Historical Division, which also operates a press-clipping service.

The Communications Division is responsible for the despatch and receipt of communications by telegram, teletype, mail and diplomatic courier between Ottawa and posts abroad.

The main responsibility of the Liaison Services Section is to provide a channel of communication between the Department of External Affairs and the press, various governmental organizations such as the International Service of the Canadian Broadcasting Corporation and the National Defence College, and certain other government offices such as the Office of the Prime Minister, the Office of the Governor General, etc. The Section undertakes, on an *ad hoc* basis, a number of

functions in the area of departmental co-ordination. It also keeps Canadian diplomatic missions abroad regularly informed of important international development and trends in, as well as government announcements of, Canadian foreign policy outside their immediate field of responsibility.

Although the departmental Press Office no longer exists as a separate entity its functions continue to be performed by the Liaison Services Section. Press releases, and press relations generally, as well as the handling of news-wire service within the Department itself, thus come within its purview.

The Inspection Service was formed for the purpose of arranging for the periodic visits of liaison teams to posts abroad so that the work and performance of each post might be reviewed in relation to the requirements of the Department. The Inspection Service is responsible also for making recommendations for more efficient and economical operation of the Department as a result of the liaison visits.

### **Posts Abroad**

Canada's diplomatic missions and consular offices abroad form an integral part of the Department. Heads of diplomatic and consular posts report to the Secretary of State for External Affairs and receive their instructions from him.

The diplomatic staff of an embassy consists of the ambassador, assisted by one or more foreign service officers, who are also assigned consular duties to the extent required by the volume of consular work. Where separate consular offices exist, they operate under the general supervision of the head of the diplomatic mission in the country, while receiving instructions in matters of detail from the Consular Division in the Department.

Part of the work of a post is to distribute information about Canada. In a few centres this is done by full-time information officers; elsewhere it is undertaken by other officers. Where there are no diplomatic or consular representatives, the trade commissioners or other Canadian Government officials stationed in the country do this work.

In some cases officers of other departments of the Canadian Government — commercial, immigration, military, naval, air or others — are attached to the missions. Though responsible to their departmental heads in Ottawa, they also work under the general supervision and direction of the head of the mission.

The work of a mission abroad is:

- (a) to conduct negotiations with the government to which it is accredited;
- (b) to keep the home government fully informed of political and other developments of significance in the country in which it is serving;
- (c) to watch over Canada's interests in the country;
- (d) to serve Canadians in the country;
- (e) to make information about Canada available.

A constant flow of despatches keeps the missions and the Department in Ottawa in close touch on all such matters.

## **Qualifications for the Service**

Those entering the external service of Canada do so on a career basis under the merit system. Only Canadian citizens who have resided at least 10 years in Canada are eligible for admission.

The basic qualification for the diplomatic service is a university degree, preferably with post-graduate study. Examinations are held annually by the Civil Service Commission and consist of two parts: a written test and an oral examination. The written test for the position of Foreign Service Officer, Grade 1, consists of a short-answer paper of the "objective" type, designed to discover a candidate's intelligence and general knowledge, and a paper consisting of essays on Canadian and international affairs. The oral examination is designed to disclose personal suitability and knowledge of modern languages.

As in other government departments, veterans are given preference in all appointments.

The more senior positions of high commissioner and ambassador are filled by appointment. Appointees are normally "career men" who have come up through the Civil Service, but in some cases distinguished citizens are appointed directly from private life.

Since shortly after the Second World War, women have been admitted to the Canadian diplomatic service on the same basis as men. As of August 1, 1961, there were 31 women officers in the Department.

As Canada's interests multiply in the international field, the work of the Department continues to grow. To meet these increased responsibilities, the Department had, in Ottawa and abroad, in October 1962, a total of 437 officers and 678 clerical and stenographic personnel. In addition, missions abroad employed a total of 703 locally-engaged employees.

## **Administrative Staff**

Appointments of clerks and stenographers to the rotational administrative staff of the Department are made through the Civil Service Commission on the basis of results obtained in competitive examinations conducted periodically by the Commission. Members of the rotational staff are appointed initially to positions in Ottawa; after a period of satisfactory service and training, they normally become available for a foreign posting. All are accepted in the Department on the understanding that they are prepared to serve in Ottawa or at any post abroad as required. A tour of duty at a foreign post varies from two to three and one-half years, depending on the climate and living conditions at the post concerned.



## FORTHCOMING CONFERENCES

### Special Session of the UN General Assembly

A special session of the General Assembly has been scheduled to begin on May 14, 1963, at United Nations headquarters in New York. Its purpose will be to consider "in the light of the report of the Working Group of 21 members established under Resolution 1854 B (XVII), the financial situation of the organization". The Working Group, of which Canada is a member, has been meeting in closed sessions in New York since January 29, to study special methods of financing future peace-keeping operations of the United Nations involving heavy expenditures, such as those in the Congo and the Middle East. The Working Group is to make its report by March 31, and it is expected that this report will provide a focal point for discussion at the special session during the Assembly's consideration of the future financing of UNEF and ONUC and the critical financial difficulties facing the United Nations.

### NATO Ministerial Meeting

A ministerial meeting of NATO will be held in the West Block of the Parliament Buildings, Ottawa, from May 22 to 24, 1963. Renovation of the historic West Block has been accelerated to provide accommodation and facilities for the conference. The public opening ceremony will take place in the Chamber of the House of Commons. Ministers and high officials from the 15 member countries of NATO will discuss important political and military problems of the Organization. This will be the first NATO ministerial meeting to be held in Canada since September 1951.

### Commonwealth Broadcasting Conference

The Canadian Broadcasting Corporation will act as host from May 27 to June 15 to the fifth Commonwealth Broadcasting Conference, during which technical and programming matters will be discussed by the chief executives of the national public-broadcasting organizations of the Commonwealth. Sessions will be held in Montreal, Toronto, Banff and at the Seignior Club in Montebello, Quebec.

## APPOINTMENTS, TRANSFERS AND SEPARATIONS IN THE CANADIAN DIPLOMATIC SERVICE

- Miss L. M. Kelly posted from the Canadian Embassy, Moscow, to Ottawa. Left Moscow January 31, 1963.
- Mr. C. C. Eberts, Canadian High Commissioner in Pakistan, posted to Ottawa. Left Karachi February 23, 1963.
- Mr. J. B. C. Watkins retired from the Public Service effective February 26, 1963.
- Mr. E. D. McGreer, Canadian Ambassador to Greece, posted to Ottawa. Left Athens February 27, 1963.
- Mr. G. R. Heasman, Canadian High Commissioner in New Zealand, posted to Ottawa. Left Wellington March 9, 1963.

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## TREATY INFORMATION

### Current Action

#### Bilateral

##### United States of America

Exchange of Notes between Canada and the United States of America amending the agreement of May 5, 1961, concerning the co-ordination of pilotage services in the waters of the Great Lakes and the St. Lawrence River as far east as St. Regis (with a memorandum of understanding).

Washington October 10, 1962, and February 21, 1963.

Entered into force February 21, 1963.

#### Multilateral

Protocol for limiting and regulating the cultivation of the poppy plant, international and wholesale trade in, and the use of opium. Done at New York on June 23, 1953.

Signed by Canada on June 23, 1953.

Ratified by Canada May 7, 1954.

Entered into force March 8, 1963.

Declaration of provisional accession of the Government of the Federal Republic of Yugoslavia to the General Agreement on Tariffs and Trade. Done at Geneva November 13, 1962.

Signed by Canada March 7, 1963.

Declaration of provisional accession of the Government of the United Arab Republic to the General Agreement on Tariffs and Trade. Done at Geneva November 13, 1962.

Signed by Canada March 7, 1963.

### Publication

*Canada Treaty Series 1961 No. 6.* Air-transport agreement between Canada and the Federal Republic of Germany. Signed at Ottawa September 4, 1959. Instruments of Ratification exchanged at Bonn June 19, 1961. Entered into force July 19, 1961.

*Canada Treaty Series 1961 No. 10.* Exchange of Notes between Canada and the United States of America to amend the notes of November 12, 1953, concerning the establishment of a Joint Canada-United States of America Committee on Trade and Economic Affairs. Washington, October 2, 1961. Entered into force October 2, 1961.

- Canada Treaty Series 1961 No. 11.* Exchange of Notes between Canada and the United States of America concerning dredging in the Wolfe Island cut to improve an existing shipping channel. Ottawa, October 17, 1961. Entered into force October 17, 1961.
- Canada Treaty Series 1961 No. 12.* Exchange of Notes between Canada and the United States of America concerning dredging in Pelee Passage at the western end of Lake Erie. Ottawa, June 8, 1959, and October 17, 1961. Entered into force October 17, 1961.
- Canada Treaty Series 1961 No. 13.* Exchange of Notes between Canada and Venezuela renewing for one year from October 11, 1961, the commercial *modus vivendi* of October 11, 1950, Caracas, October 10, 1961. In force October 11, 1961.
- Canada Treaty Series 1961 No. 14.* Exchange of Notes between the Government of Canada and the Government of the United States of America concerning the addition of Capri Dyer to the annex to the agreement of May 1, 1959, relating to short-range tactical air-navigation facilities in Canada. Ottawa, September 19 and 23, 1961. In force September 23, 1961.
- Canada Treaty Series 1961 No. 15.* Agreement between Canada and Switzerland concerning air services. Signed at Berne January 10, 1958. In force provisionally January 10, 1958. In force definitively November 9, 1961.
- Canada Treaty Series 1961 No. 16.* Exchange of Notes between Canada and Venezuela constituting an agreement permitting amateur radio stations of Canada and Venezuela to exchange messages or other communications from or to third parties. Caracas, November 22, 1961. Entered into force November 22, 1961.
- Canada Treaty Series 1961 No. 17.* Agreement between the Government of Canada and the Government of the Republic of Italy concerning the sale in Italy of waste material and scrap belonging to the Command of the Royal Canadian Air Force in Italy. Signed at Rome, December 18, 1961. Entered into force December 18, 1961.
- Canada Treaty Series 1962 No. 3.* Convention between the Government of Canada and the Government of the United States of America for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on the estates of deceased persons. Signed at Washington February 17, 1961. Instruments of Ratification exchanged at Ottawa April 9, 1962. Entered into force April 9, 1962.
- Canada Treaty Series 1962 No. 5.* Exchange of Notes between Canada and the United States of America granting permission to the United States to construct, operate and maintain three additional pumping stations in Canada on the Haines-Fairbanks pipe-line. Ottawa, April 19, 1962. Entered into force April 19, 1962.
- Canada Treaty Series 1962 No. 6.* Exchange of Notes between Canada and the United States of America further extending the agreement of January 17, 1957, relating to the use of the Haines-Fairbanks cutoff road for the winter maintenance of a section of the Haines-Fairbanks pipe-line. Ottawa, December 22, 1961, and January 26, 1962. Entered into force January 26, 1962.
- Canada Treaty Series 1962 No. 7.* Exchange of Notes between the Government of Canada and the Government of France concerning the exchange of defence-science information. Paris, May 25, 1962. Entered into force May 25, 1962.
- Canada Treaty Series 1962 No. 8.* Exchange of Notes between Canada and the United States of America modifying the agreement of March 9, 1959, between the two countries, in order to provide for the suspension of tolls on the Welland Canal. Ottawa, July 3 and 13, 1962. Entered into force July 13, 1962.
- Canada Treaty Series 1961 No. 18.* Convention on the Organisation for Economic Co-operation and Development. Done at Paris December 14, 1960. Signed by Canada December 14, 1960. Canada's Instrument of Ratification deposited April 10, 1961. Entered into force September 30, 1961.



# EXTERNAL AFFAIRS

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## *Contents*

*May 1963*

<i>UN Commission on Human Rights</i> .....	<i>194</i>
<i>Canadian National Commission for UNESCO</i> .....	<i>199</i>
<i>Canadian Consular Work Abroad</i> .....	<i>205</i>
<i>Forthcoming Conferences</i> .....	<i>211</i>
<i>Appointments and Transfers</i> <i>in the Canadian Diplomatic Service</i> .....	<i>211</i>
<i>Treaty Information</i> .....	<i>212</i>

# *UN Commission on Human Rights*

## NINETEENTH SESSION, GENEVA

THE 21-MEMBER United Nations Commission on Human Rights held its nineteenth session in Geneva from March 11 to April 5, 1963. The members are: Afghanistan, Britain, Canada, Chile, China, Denmark, Ecuador, El Salvador, France, India, Italy, Lebanon, Liberia, the Netherlands, Panama, Philippines, Poland, Turkey, the Ukrainian S.S.R., the U.S.S.R., and the United States.

Canada was elected to a three-year term on the Commission beginning January 1, 1963. The Commission's nineteenth session was the first attended by Canada as a member of the Commission. The Canadian representative to the Commission, Miss Margaret Aitken of Toronto, was assisted by a delegation consisting of Mr. Jean Boucher, Director of Citizenship, Department of Citizenship and Immigration (alternate representative), Mr. W. E. Bauer, First Secretary, Canadian Permanent Mission to the European Office of the United Nations, Geneva, and Mr. C. V. Cole, United Nations Division, Department of External Affairs.

The Commission on Human Rights was established in 1946. It was given rather broad terms of reference in the field of human rights, including the submission of proposals and reports to the Economic and Social Council on such matters as an international bill of rights, international declarations and conventions on civil liberties, the status of women and similar matters, the protection of minorities and the prevention of discrimination, as well as human rights generally.

### **Agenda for Nineteenth Session**

In recent years the Commission has been faced with increasingly heavy agenda. The nineteenth session was no exception. Some of the matters on the Commission's agenda were as follows: draft declaration and draft convention on the elimination of all forms of racial discrimination; draft declaration and draft convention on the elimination of all forms of religious intolerance; draft international covenants on human rights; proposals relating to an article on the rights of the child; fifteenth anniversary of the Universal Declaration of Human Rights; further promotion and encouragement of respect for human rights and fundamental freedoms; advisory services in the field of human rights; communications concerning human rights; study of the right of everyone to be free from arbitrary arrest, detention and exile; freedom of information, and review of the human rights programme.

The Commission was unable to give consideration to all the items on its agenda. Most of its session was allocated to discussion of several items referred

to it by the Economic and Social Council in accordance with the request of the General Assembly of the United Nations during its seventeenth session.

### **Elimination of Racial Discrimination**

The most important task performed by the Commission at this session was the adoption of the text of a draft declaration on the elimination of all forms of racial discrimination. The Commission had been provided with a text of such a draft prepared earlier this year by the Sub-Commission on the Prevention of Discrimination and Protection of Minorities. However, it was unable to agree that the Sub-Commission's text should form the sole basis for discussion of this item and, at an early stage during its session, established a working party to consider various texts proposed for such a draft declaration, including a joint text submitted by the United States and Denmark. In due course, the working party submitted a text of a draft declaration which was adopted by the Commission after prolonged and careful discussion of its provisions. This will now be submitted to the General Assembly through ECOSOC.

### **Rights of the Child**

During the seventeenth session of the General Assembly, Poland had submitted to the Third Committee the text of an article on the rights of the child in connection with the Third Committee's consideration of the draft international covenants on human rights. These drafts have been studied at each annual session of the General Assembly since 1955 with a view to completing texts acceptable to member states.

Amendments were proposed to the Polish draft article (which Yugoslavia joined as co-sponsor) and the General Assembly, in Resolution 1843 A (XVII), requested the Economic and Social Council to refer the proposals to the Commission on Human Rights, with the further request that the Commission report on its deliberations to the General Assembly (through the Council) at its eighteenth session.

Although the Commission allocated considerable time to discussion of this item, it was unable to reach agreement on the matter. Delegations favouring the inclusion of such an article in the draft Covenant on Civil and Political Rights argued that there was a particular need for mention of children in that covenant. Other delegations had reservations about the wisdom of including such an article; it was suggested that the general character of the draft covenant did not lend itself to the inclusion of an article dealing with the rights of specific groups of persons such as children. It was feared that, if such an article were included, the draft Covenant would be weakened and that its other articles would no longer be accepted as having universal application.

The Polish proposal for such an article reads as follows:

1. Every child shall be entitled to special protection by the family, society and the State, without any discrimination.



2. The family, society and the State shall concern themselves with the physical and spiritual development of children, so that, for their own welfare and for the welfare of society, children are suitably prepared for work according to their abilities.

3. Birth out of wedlock shall not affect the rights of a child. The States Parties to this Covenant shall progressively adopt suitable measures to improve the legal status of children born out of wedlock.

4. Every child shall be entitled from his birth to a name and a nationality.

Some delegations argued that the article proposed by Poland was too brief to cover so complex a subject as the rights of the child and that the matter could only be dealt with in a separate convention. As regards Paragraph 3 of the proposed article, mention was made of the many different legal problems in connection with inheritance which would be involved for various countries if such an article were included in the Covenant.

Accordingly, Chile, with a view to avoiding the legal difficulties raised in connection with the Polish draft article, submitted the following text to the Commission for its consideration:

The States Parties to this Covenant recognize that special measures should be adopted to protect and assist all children and adolescents, without any exception or discrimination whatsoever

However, the Chilean draft article did not meet with the Commission's approval. It was suggested that the text was precatory rather than obligatory and that it might be more suitable for inclusion in the draft Covenant on Economic, Social and Cultural Rights.

In the light of the discussion in the Commission, during which it was pointed out that a final decision on the question of including an article on the rights of the child in the draft Covenants on Human Rights could be taken in the General Assembly, Poland submitted a procedural resolution, which, as amended, was adopted by the Commission. This resolution noted that the Commission had before it a very small number of governmental comments on the question of such an article, which had been requested by General Assembly Resolution 1843 A (XVII), by which this item had been referred to the Commission. The resolution adopted by the Commission requested that the Economic and Social Council transmit to the General Assembly the Commission's report on its deliberations, together with the other records of the discussion of this item in the Commission.

### **Anniversary of Human Rights Declaration**

The fifteenth anniversary of the Universal Declaration of Human Rights, one of the great international documents relating to human rights, drafted by the Commission on Human Rights, will take place on December 10, 1963. The Commission discussed the ways in which this anniversary might be observed and adopted a resolution recommending to ECOSOC the adoption of a draft resolution declaring December 10, 1963, the fifteenth anniversary of the Universal Declaration of Human Rights. This resolution also requested the Secretary-General to undertake the necessary preparations for the celebration of the anniversary in accordance with the plans (as amended by the Commission) contained in the

annex to the report of the Special Committee that had been established to make recommendations on the ways in which the anniversary might be observed. Argentina, Britain, Canada, Ceylon, Colombia, Costa Rica, Ecuador, France, Greece, Guinea, Iran, Italy, Japan, Jordan, Mali, Mauritania, Saudi Arabia, Thailand, the U.S.S.R., the United States and Uruguay are members of this Committee.

### **Further Promotion and Encouragement**

The item concerning further promotion and encouragement of respect for Human Rights and Fundamental Freedoms had also come before the Commission as a result of General Assembly Resolution 1776 (XVII). The Commission established a working party to prepare a common draft resolution on the basis of draft resolutions submitted by the Ukraine and jointly by the Netherlands and Britain. The Ukrainian draft resolution suggested, *inter alia*, that the Commission give priority to further studies concerning a lengthy list of matters in the sphere of human rights, including, for instance, a study connected with discrimination on account of nationality in multi-national states and the "liquidation of the relics and survivals of colonialism in the field of human rights". The Netherlands-Britain draft resolution described the objectives of the work of the Commission to date (much of which is at an early stage) and suggested that the Commission postpone until its 1965 session (when work on some of these matters will be nearing completion) the whole question of the future direction of the work of the Commission and the Sub-Commission on Prevention of Discrimination and Protection of Minorities in the field of human rights.

The Commission agreed that there were useful features to both the Ukrainian and the Netherlands-Britain draft. The working party submitted a draft resolution which, after amendment by various countries, was adopted by the Commission.

### **Elimination of Religious Intolerance**

Because of lack of time, the Commission was able to engage in only a preliminary general discussion of the item relating to the preparation of a draft declaration and a draft convention on the elimination of all forms of religious intolerance, which had come to the Commission as a result of General Assembly Resolution 1781 (XVII). The Commission adopted a resolution giving priority at its twentieth session to the preparation of a draft declaration on this subject.

### **Postponed Items**

Among the items that the Commission was forced to postpone until its next session are freedom of information, procedure to be followed in respect of future periodic reports on human rights, draft principles on freedom and non-discrimination in the matter of religious rights and practices, study of the right of arrested persons to consult those whom it is necessary for them to consult in order to ensure their defence or to protect their essential interests, and review of the Human Rights programme.

## **Canadian Approach**

Canada has a deep interest in human rights. It is established Canadian policy to assist in the acquisition and furtherance of these rights on a universal basis to the world's people. These considerations guided the Canadian delegation's approach during Canada's first attendance as a member of the Commission.

## **Training Courses in Human Rights**

Advisory service in the field of human rights is an item in which Canada is particularly interested. Under the Commission's programme of advisory services, three types of services are offered by the Secretary-General of the United Nations — consultant services, seminars and fellowships. During the eighteenth session of the Human Rights Commission, the Secretary-General was asked to submit a report on means of increasing the effectiveness of this programme. The Secretary-General's report (E/CN4/834 and addendum) contains the suggestion that the organization of training courses on an experimental basis might provide a useful way in which to strengthen the programme of advisory services.

During the Commission's nineteenth session, a draft resolution was submitted, co-sponsored by Canada, Chile, Ecuador, India, Lebanon, Liberia, the Netherlands and the Philippines. The Canadian representative, in introducing this resolution, observed that the suggested regional courses in human rights would combine the group experience of seminars with those of the educational objectives of fellowships. By strengthening the whole programme of advisory services, training courses could contribute significantly to the further promotion of respect for human rights. The draft resolution requested the Secretary-General, "preferably within the level of appropriations for technical programmes financed from the regular budget of the United Nations, to organize, on an experimental basis, one regional course on human rights in 1964, and a second one in 1965". The Commission adopted this resolution by a vote of 14 to none, with 4 abstentions (Britain, the U.S.S.R., the Ukrainian S.S.R. and Poland). The Canadian representative indicated that Canada would be glad to act as host for the initial training course in 1964.

It is estimated that the cost to the United Nations for each training course would be \$50,000. The Human Rights Commission's resolution will be submitted at this summer's session of the Economic and Social Council for transmission to the General Assembly. The necessary funds will, of course, have to be found before the Secretary-General can implement the Commission's resolution. It is expected that the financial implications of the proposal will be considered by the Technical Assistance Committee of the Economic and Social Council.



# *Canadian National Commission for UNESCO*

## THIRD NATIONAL CONFERENCE

THE CANADIAN National Commission for the United Nations Educational, Scientific and Cultural Organization (UNESCO) was established in 1957 as an agency of the Canada Council. It advises the Canadian Government on matters relating to UNESCO and, in particular, is responsible for UNESCO programme activities. It serves as a liaison agency between the UNESCO Secretariat and organizations and individuals in Canada interested in UNESCO affairs, promoting within Canada an understanding of the general objectives of UNESCO. The National Commission, which meets annually, is composed of 29 members representing organizations across the country concerned with UNESCO's programmes in education, the natural and social sciences, culture, and mass communications. Through its relations with the UNESCO Secretariat in Paris, other national commissions and interested organizations, institutions and individuals in Canada, the Canadian National Commission serves as a link between UNESCO and the Canadian people. It provides information for surveys, studies and research into matters that are within the province of UNESCO's concern, and endeavours to publicize UNESCO activities by providing speakers and consultants at conferences, meetings and seminars, as well as by distributing UNESCO information material.

The Third National Conference of the Canadian National Commission for UNESCO was held March 26 to 29, 1963, in Ottawa. The theme of the conference — "Canada and the United Nations Development Decade" — focused attention on the ambitious development goals of the United Nations in the 1960's and, in particular, on Canada's response to the challenge of development abroad.

### **Conference Highlights**

Some 200 delegates representing voluntary organizations, universities and government departments attended this conference. The opening address was delivered by Mr. C. V. Narasimhan, Under-Secretary for General Assembly Affairs at United Nations headquarters in New York, who outlined the aims of the Development Decade. M. René Maheu, recently-elected Director-General of UNESCO, spoke of the Organization's role in development programmes, particularly in education and science, and Mr. William Clark, Executive Director of the Overseas Development Institute, London, drew on wide experience in aid programmes in his speech "Strategy for Development". Mr. F. F. Hill of the Ford Foundation addressed a luncheon session on education and development. Other highlights of the conference were a panel discussion involving the participation of Mr. Frank Coffin, Deputy Administrator, Agency for International

Development, Washington, D.C., and Mr. H. O. Moran, Director-General of Canada's External Aid Office, as well as addresses by Professor Benjamin Higgins, University of California, Berkeley, and Miss Julia Henderson, Director, Bureau of Social Affairs, United Nations, New York. In addition, the delegates divided into three groups to deal with the economic aspects of development aid, international co-operation in education, and the role of the non-governmental agencies in aid programmes. Each group discussed its specific area following briefs presented by panelists with wide experience in the field under discussion.

### **UN Development Decade**

The Development Decade is an international effort initiated by the United Nations, the purpose of which is to assist the developing countries in creating the productive capacity necessary to attain a steady rate of growth and a high standard of living. Its aim is to achieve a rate of growth of 5 per cent a year in the developing countries by 1970. In view of the emphasis placed on the mobilization of human resources as a pre-condition of the achievement of the Decade's aims, UNESCO has a special role to play in this undertaking.



*M. René Maheu, Director-General of UNESCO (left), addresses the plenary session of the Third National Conference of the Canadian National Commission for UNESCO. At the centre microphone, Dr. N. A. M. Mackenzie, President of the Canadian National Commission for UNESCO.*



Noting that the General Assembly had defined development as "growth plus change, change being regarded as social and cultural as well as economic, qualitative as well as quantitative", M. Maheu stated that education and science were the main generators of development.

The importance of education in development was stressed by many speakers, and several took note of the high rate of return yielded by investment in education. There was widespread agreement that a balance should be struck between the rates of development of natural and human resources.

Referring to the effectiveness of aid programmes, Mr. Clark underlined the need for a strategy for development. His travels through under-developed areas had convinced him that, despite the impressive increase in the volume of aid, there had not been any significant rise in the standards of living in the areas assisted. From these results, he inferred that efforts had not been planned in sufficient detail or with sufficient precision. He maintained that the campaign against poverty should be waged with the same concerted planning as that involved in a large-scale military operation. One of the first requirements of such a strategy was "to ensure public understanding and public support for development programmes". Several speakers echoed these sentiments, stating that understanding and support should be sought in both the donor and recipient nations.

### **Motives for Aid**

The question of public support for development programmes was examined at some length. It was suggested by some speakers that, in Western democracies, aid for development had been too closely tied to political considerations. Among the reasons justifying assistance to the less-developed nations of the world in the mind of the public was the fear that the cold war would be exacerbated by an increasing gap between the wealthy and the impoverished nations. The presence of other motives was noted, such as commercial advantage and national prestige. Several speakers suggested, however, that efforts should not be directed to exporting one way of life, pointing out that Western nations should not expect that their value systems would necessarily be shared by other nations but rather that they should expect differences in social and cultural patterns. In general, it was felt that increasing emphasis should be placed at all levels on a moral responsibility towards those peoples and nations seeking to attain an adequate standard of living.

To this end, it was felt to be desirable to promote public understanding of the situation in which the developing countries found themselves. Mr. Clark, for example, suggested that development and the problems it involved should be made an integral part of university courses in economics, current affairs and geography, and that school children should be introduced to the study as early as possible. He asked: "Could we not reflect in our schools and universities a realization of the true priorities of our time?"



## Sharing Responsibility

It was pointed out, however, that some measure of responsibility for the lack of adequate planning in development programmes must rest on the shoulders of the emergent nations themselves, that no amount of outside help was a substitute for the gradual assumption of national responsibilities by national governments. The conflict between nationalistic objectives and the requirements of development was but one illustration given of the hard decisions that must be made by the leaders of the emergent nations. The presence of former colonial administrators, though possibly advantageous from a developmental point of view, might prove repugnant to some governments for nationalistic reasons. However, the loss of their experience could cause serious delays in the development of the country. Some areas of investment showed little apparent return in the short term and were therefore neglected. This, it was observed, was unfortunate, since the returns from investment in education, for example, were usually of more value than those from any other form of investment; yet funds allocated to educational purposes were too often directed to high-prestige projects of little use to these countries at their particular stage of development. An example of this, it was felt, would be the building of a modern university in a country where there was an insufficient number of secondary schools. It was stressed that the resolution of these conflicts must be made by the leaders of the emerging nations, and that the role of the more economically-developed nations must necessarily be limited to helping in the gathering of information on which to base such a decision, and to providing aid in carrying it out.

During the discussion of the approach to aid programmes in both the developed and developing nations, delegates were informed that there was at present very little joint planning by donor and recipient nations. Mr. Frank Coffin suggested that one remedy was to place greater emphasis on co-ordination. Starting with the premise that aid was pluralistic in nature, he explained the need for co-ordination of programmes at both the planning and operational levels. If, as other speakers agreed, aid for development was to continue in multilateral, unilateral, public and private forms, it would be necessary for interested parties in donor and recipient countries to inform one another of their projects. In addition, exchange of information and mutual consultation would, it was suggested, increase the efficacy of the various programmes, at the same time creating the basis for further co-ordination and co-operation.

In general, therefore, the conference stressed the need for sound planning to achieve the best results. Nowhere, it was thought, was this truer than in the field of education. Although developing countries were short of both human and financial resources, they must provide the bulk of teachers and facilities for education. In this connection several speakers pondered the question of priorities in educational development aid. First, it was noted that basic research and surveys in this field should be undertaken by the donor nations so that the recipient nations could devote their resources to immediate needs. The conference held

that manpower studies were urgently needed in each developing area to determine objectives for educational programmes. The studies that had already been carried out had indicated a great need for technical education at and above the high-school level. The need for university graduates continued, but their good leadership was often thwarted by the lack of trained manpower to carry out the routine jobs in essentially sound projects.

It was suggested that, in helping the developing countries to plan and implement their education programmes, donor nations should assume responsibility for research in education methods in addition to providing teachers and teacher-training assistance. The further development of techniques of teaching by radio and television would do much to ensure the most efficient utilization of the limited educational resources of the developing nations. The publishing of teaching manuals and guides should also be the responsibility of the developed nations.

The Conference naturally brought out the great need for experts in all fields in the emergent nations. Speakers stated that the developed nations would be providing experts for many years to come, and it was felt that, while the emerging nations were receiving expert assistance in many fields, the maximum effectiveness of such assistance was not being attained. The conference was told that the role of the expert should be twofold — to accomplish his specific task and to train others to take his place when he left. This educational role of the expert should be considered in the recruitment and training of experts for overseas duty. Several speakers indicated that assistance programmes should thus be self-liquidating.

Development aid has become big business, with from \$6 billion to \$10 billion expended annually. While great stress was placed on the need for educational and technical assistance, speakers also emphasized the importance of stable foreign markets for the developing countries. The beneficial results of development aid could be wiped out in a very short time by a collapse in the world prices of the export commodities of the emerging nations.

Reference was also made to the importance of ensuring that the benefits of aid were evenly distributed throughout all levels of society in the countries receiving assistance. The gap between the rich and the poor was often too wide already. In this connection, it was mentioned that it was essential to study the economic, social, and political effects of development as a whole. Participants agreed that change was necessary and desirable in all three spheres, and that experience had shown that the greatest emphasis was generally placed on economic development. The nations of the West found it easy to understand the economic implications of development, but had more difficulty in appreciating the social and political situation of the emerging nations. In many cases, it was pointed out, the requirement of a stable government in a different cultural context had produced one-party government rather than the Western system of multi-party parliamentary democracy.

The Director-General of UNESCO stated that UNESCO was moving steadily

forward on the operational side of development. This, he said, entailed specific consequences — in particular, a high priority in the UNESCO budget to the demands of science and technology. In this connection, M. Maheu announced his intention to propose at the next session of the General Conference the establishment within the Secretariat of a new department to be concerned with the application of science to the problems of economic development. M. Maheu also commented on what he termed a landmark in the history of international co-operation for the benefit of developing countries — the decision of the International Development Association to assist financially in the construction of schools.

At a luncheon that concluded the work of the conference, Dr. N. A. Mackenzie, President of the Canadian National Commission for UNESCO, stated that the meetings had been mainly educational in character. The representatives of public and private organizations would, he hoped, return to their agencies with an increased understanding of the complex problems of development aid and an increased awareness of the contributions their organizations might make to this vital effort.



# *Canadian Consular Work Abroad*

CANADIAN consular work embraces services provided both to Canadian citizens and to citizens of other countries. Most of the consular work abroad is handled by members of the Department of External Affairs either at diplomatic missions or at consular offices. In some countries, officers at a diplomatic mission may hold concurrent appointment as consuls and thus be empowered to perform, in addition to their diplomatic duties, consular duties such as the protection of Canadian citizens, trade promotion and information work; elsewhere consular work may be handled either by diplomatic missions direct, where the volume of consular work is relatively small, or by consular offices separate from the mission itself, in countries where consular work is too complex and voluminous to be dealt with at one diplomatic post. Where, as in the United States, Canada has consulates general and consulates as well as a consular section at the Embassy, the separate consular offices are under the general jurisdiction of the head of the diplomatic mission, and do consular work within a given consular district or territory in the country.

Although the Department of External Affairs bears the major responsibility for providing consular services abroad through the Canadian diplomatic missions, high commissioners' offices and consular posts, much consular work is also performed, in countries where there is no External Affairs representation, by officials who are not members of this Department. Certain services, such as issuance and renewal of passports, issuance of visas, arrangements for naval visits, and certain duties under the Canadian Citizenship Act, are provided by Canadian trade commissioners' offices abroad. In addition, British posts perform many consular services on behalf of Canada in countries in which there are no Canadian government posts.

Canadian consular work abroad may be examined under two general classes: (1) matters involving entry into and exit from Canada of Canadians and non-Canadians, and (2) the performance of activities in the general public interest and the extension of particular services to individual Canadian citizens.

## **Travel Documents**

Matters involving entry into or exit from Canada take up a large part of the time of officers performing consular duties abroad, especially since the services are rendered not only to Canadians but to foreigners. The work involves issuance of travel documents of various kinds and issuance of visas. A number of different travel documents are issued. The most important of these are passports. Canadian passports are issued to Canadian citizens only, who have established their Canadian citizenship and their personal identity. There are three types of passports: ordinary, special and diplomatic. Ordinary passports are issued to private Ca-

nadian citizens who are abroad or are proceeding abroad on private business or as tourists. They have a blue cover. Special passports, which have a green cover, are issued to persons on official Canadian government business, as well as to certain groups of persons holding positions in the federal and provincial governments. Diplomatic passports are issued to the Governor-General, to members of the Cabinet and certain other holders of high office under the Crown, as well as to ambassadors, ministers, high commissioners and other persons proceeding abroad on official government business having a diplomatic character. Emergency certificates, another kind of travel document, are issued to persons who are Canadian citizens but to whom it is not feasible to issue Canadian passports — such as to merchant seamen who have been left behind by their ships and persons who are repatriated at government expense. Emergency certificates are a form of temporary travel document issued for a direct journey to Canada and are surrendered by the bearers to the immigration authorities at the ports of entry. Collective certificates, also known as group passports, are only granted by the Passport Office at Ottawa. They are granted to groups of Canadian citizens travelling abroad together, for example to athletes taking part in a competition, orchestral groups and choirs. Certificates of identity are also issued only by the Passport Office at Ottawa, but they may be renewed by consular officers serving abroad, upon authority from Ottawa. They are issued only to non-Canadian citizens legally landed and permanently resident in Canada, who are stateless or who for certain other reasons do not have passports of the country of their nationality.

When consular officers abroad issue passports, they are required to attach to them a notice and warning. The notice advises Canadian citizens who intend to visit Sino-Soviet-bloc countries that for their own protection they should inform the Canadian mission of their intentions and travel plans on arrival and of their intended departure when they are leaving. The warning states that Canadian citizens who were born abroad or whose parents were born abroad may be considered by the governments of the countries of their origin or birth to be nationals of these countries, although by Canadian law they are citizens of Canada; they are therefore reminded that when they are in these countries it may not be possible for Canada to give them effective protection.

Visas are issued by Canadian consular officers abroad to persons who wish to enter Canada either for a permanent or a temporary stay. There are many types of visas, the most important being immigrant visas, ordinary non-immigrant visas, courtesy visas and diplomatic visas. Immigrant visas are issued to those persons who are entering Canada for permanent residence as immigrants. For the most part such visas are issued by officers of the Department of Citizenship and Immigration stationed abroad, but they may also be issued by officers performing consular duties who are members of the Department of External Affairs or the Department of Trade and Commerce in those countries where there are no Canadian immigration officers. Ordinary non-immigrant visas are issued to persons entering Canada for a temporary period either as tourists or on private

business. They also are issued by immigration officers, as well as by Canadian diplomatic and consular posts and by trade commissioners' offices. Courtesy visas are issued by External Affairs and Trade and Commerce posts, primarily to officials of foreign governments not holding diplomatic rank who are proceeding to Canada on official business. Diplomatic visas are usually granted only to persons holding diplomatic passports and are issued to heads of state, to members of diplomatic and consular services, to cabinet ministers and persons proceeding to Canada on business of a diplomatic character.

### **Other Responsibilities**

The second broad classification of consular responsibilities abroad is the performance of duties in the general public interest and the extension of particular services to individual Canadian citizens.

Among the duties in the general public interest, such matters as trade and tourist promotion and the general representational and information responsibilities of consular officers are of special importance. Indeed, one of the primary duties of consular officers abroad, whether they are members of the Department of External Affairs or of the Department of Trade and Commerce, is to promote the expansion of Canada's export trade and to foster good commercial relations with foreign countries. The work done in the promotion of tourism is also of great benefit because it is an important source of foreign exchange for Canada, and particularly of hard currency. The representational duties of consular officers involve their attending various functions within their consular district and thereby making Canada better known. Information work too is an important part of the duties of a consular officer. By public speeches to various clubs and associations, by the showing of films, and by various other means, it is a consular officer's responsibility to make Canada well known in his consular district, to make it in addition well liked, and to present the Canadian viewpoint on matters affecting the relations between Canada and the country concerned.

### **Services to Canadian Citizens**

Services to individual Canadian citizens involve safeguarding their rights and interests. One of the most important of the services rendered to Canadian citizens is their protection in time of emergency, riot or insurrection, in the event of their arrest for some offence, or in the event they fall into general distress or difficulty. For the purpose of such protection, particularly in time of emergency or war, Canadian citizens planning to remain in a foreign country (other than the United States) for more than three months are advised to register at a Canadian diplomatic or consular post. They are asked to complete a registration card giving their vital statistics and citizenship, whether they are also citizens of any other country besides Canada, and the names and addresses of the members of their families and their close relatives. Registration of Canadian citizens by consular officers gives the Government the information necessary to enable it to



advise and protect Canadian citizens in any emergency that may arise in the country concerned, or internationally. Occasions also arise when Canadian citizens are arrested abroad for a criminal offence and appeal to Canadian posts for advice, assistance and sometimes protection. In such cases, the consular officer abroad must decide, in consultation with the Department at Ottawa if necessary, whether there is evidence of discrimination or denial of justice such as would warrant governmental intervention. If formal representations are not considered justified, other informal measures are sometimes taken to help the petitioner. The consular officer may help the person accused to obtain proper legal aid, especially when he does not have money to pay for it; if he has been sentenced already, the consular officer may ascertain whether and when he will be eligible for parole and deportation; and eventually the consular officer may assist with arrangements for release of the prisoner and his transportation to Canada. In the same way, aid of various kinds is given to persons who find themselves in other forms of distress. For instance, Canadian citizens abroad sometimes sustain financial losses in circumstances in which legal recourse is indicated. A consular officer may assist by suggesting names of lawyers, put the persons in touch with such local organizations as the Better Business Bureau, the Chamber of Commerce, or the Bar Association and maintain a general interest in the matter to ensure that justice is done. Also, Canadians sometimes claim forcible conscription in the armed forces of foreign countries, some find themselves in foreign mental institutions and seek to return to Canada, and others get into minor difficulties of various kinds with foreign local officials. One of the primary duties of Canadian officers performing consular duties abroad is to assist Canadians in distress by all appropriate means.

Sometimes Canadian citizens may find themselves destitute abroad. Canadian tourists, for instance, not infrequently find themselves bereft of their wallets including very often their passports and other identification. Sometimes they turn to the Canadian diplomatic or consular post for advice and assistance. The consular officer may tell them what steps they can take to try to locate their wallets or passports. If unsuccessful, the consul may wire to their home town to get an advance of funds from their families or other relatives. If they have some money left or a small bank account on which they can draw, they are advised where they may stay cheaply until their return to Canada is arranged. One bit of advice that might be given to all Canadian tourists is to purchase their return tickets to Canada before setting out for foreign countries and to keep the tickets in a safe place rather than in their wallets. It sometimes happens that Canadians abroad who lose their funds have no resources whatsoever for their return to Canada. When circumstances justify it, the Canadian consular officer may be authorized to advance funds to get the distressed Canadian back to Canada as quickly as possible. Of course, the distressed Canadian is required to sign an undertaking that he will repay to the Canadian Government the amount expended on his behalf.

Assistance to Canadian citizens abroad is not limited to the granting of protection in emergencies or assistance in case of distress or destitution. The range of advice and assistance is very broad and stretches from the care of Canadian beachcombers who, in their escape from civilization, have wandered as far as Tierra del Fuego at the southernmost tip of Chile by the Straits of Magellan to the answering of letters from a housewife living abroad requesting the consular officer to collect labels from Canadian grocery tins to help the lady win a new car in a competition.

A consular officer must always be on the alert to safeguard the interests of Canadian citizens abroad. For example, some Canadian citizens, not native born, are in danger of losing their Canadian citizenship through lengthy residence abroad. If such persons come to the notice of consular officers, they are given advice on the risk they run and the steps they should take to protect their citizenship should they wish to do so. Other persons seek to bring to Canada as immigrants their close relatives or friends. Although immigration matters are the concern of the Department of Citizenship and Immigration, Canadian consular officers frequently must deal with such problems and give advice to prospective applicants in those countries in which Canadian immigration officers are not located. Canadian babies born abroad of Canadian parents must be registered with the Registrar of Canadian Citizenship within two years, if they are to have the status of Canadian citizens. Such registrations of births are carried out at Canadian diplomatic and consular posts abroad.

### **Legal Matters**

There are numerous legal problems, also, with which consular officers abroad must deal, particularly such matters as the authentication of legal documents and the protection of the interests of Canadian citizens in an estate opened abroad. The consular officer may be required, when he learns that there are Canadian beneficiaries to an estate opened within his district, to get in touch with the next-of-kin in Canada so that they may assert their claim. He may advise them of lawyers to represent them and in due course may transmit the proceeds of the estate to the Canadian beneficiaries. A Canadian citizen who dies abroad also may have an estate to which next-of-kin in Canada have a claim. If he dies intestate and without known kin, the consular officer may accept the proceeds of the estate and request the Department to locate and notify the heirs or creditors in Canada. Such heirs or creditors are often traced with the assistance of the Canadian Red Cross Society or the city police. According to circumstances, a consular officer may also be obliged to look after the burial arrangements for a Canadian citizen who dies abroad.

Finally, among the many other services rendered by consular officers to Canadian citizens may be mentioned the forwarding of pension cheques to Canadian pensioners residing abroad, assistance to Canadian seamen who have been left behind by their ships, and putting persons who are looking for missing relatives or friends in touch with agencies able to help them.

In general, the consular officer abroad must be a jack-of-all-trades, always willing to lend an ear to the troubles of Canadian citizens, always ready to help them to the limit of his powers, but at the same time always bearing in mind that there are practical limits to the help he can give, as expressed in the rules under which he must operate. These rules indeed are sometimes irksome to Canadian citizens wishing a speedy — and sometimes magical — resolution of their troubles or an immediate fulfilment of their wishes after the manner of the immigrants in Menotti's light opera "The Consul", who were unable to understand why the Consul could not simply admit the immigrants to his country, seeing that the cases were so deserving from the humanitarian point of view. All things considered, the Consul's task is the rewarding but delicate one of reconciling the claims of Canadian citizens in trouble or distress with the rules and regulations of his service. But he is helped by the knowledge that rules of his service, despite their impersonality, do take humanitarian considerations into account.



## FORTHCOMING CONFERENCES

### Meeting of the African Heads of State

The heads of state of the independent countries of the African continent will meet in Addis Ababa on May 23. This conference will be preceded by a meeting of the foreign ministers of these states, which will also be held in the Ethiopian capital.

The tasks the heads of state are expected to undertake at this conference are:

- (a) To accelerate the accession to independence of those regions in Africa which are still dependent;
- (b) to establish the bases of African unity and exchange ideas on how to solve common political, economic and cultural problems;
- (c) to draft a common African charter, possibly by comparing and drawing together the charters already drawn up by the Casablanca and Monrovia groups, and by the Union Africaine et Malgache.



## APPOINTMENTS AND TRANSFERS IN THE CANADIAN DIPLOMATIC SERVICE

Mr. R. Doyon posted from Ottawa to the Canadian Embassy, Vienna. Left Ottawa March 5, 1963.

Mr. A. J. Hicks posted from Ottawa to the Office of the High Commissioner for Canada, Karachi. Left Ottawa March 16, 1963.

Mr. A. Barrette appointed Canadian Ambassador to Greece. Left Ottawa March 29, 1963.

Mr. W. J. Bonthron appointed to the Department of External Affairs as Foreign Service Officer 1 effective April 1, 1963.

Mr. J. E. G. Hardy posted from the Disarmament Committee, Geneva, to Ottawa. Left Geneva April 6, 1963.

Mr. G. I. Warren posted from Ottawa to the Canadian Embassy, Havana. Left Ottawa April 14, 1963.

Mr. T. C. Hammond posted from the Canadian Embassy, Havana, to Ottawa. Left Havana April 19, 1963.

## **TREATY INFORMATION**

### **Current Action**

#### **Bilateral**

##### **El Salvador**

Exchange of Notes between Canada and El Salvador constituting an Agreement permitting amateur radio stations of Canada and El Salvador to exchange messages or other communications from or to third parties.

San Salvador February 20 and March 11, 1963.

Entered into force April 9, 1963.

#### **Multilateral**

Revised regulations for preventing collisions at sea, 1960.

Canadian Instrument of Acceptance deposited March 25, 1963.

# EXTERNAL AFFAIRS

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## *Contents*

*June 1963*

Mr. Pearson in London and Hyannis Port .....	215
North Atlantic Treaty Organization .....	223
Commonwealth Educational Co-operation .....	234
Visit of Malayan Deputy Prime Minister .....	237
Visit of Premier of Barbados .....	239
UN Administration Leaves West Irian .....	240
Consular Status, Immunities and Privileges .....	244
External Affairs in Parliament	
Speech from the Throne .....	249
Proposal for Non-Nuclear Mediterranean .....	250
UN Financial Problems .....	250
Arms for India .....	250
Proposal for UN Observers in Yemen .....	251
Suggested East-West Pact .....	251
<i>Appointments and Transfers in the     Canadian Diplomatic Service</i> .....	252
<i>Treaty Information</i> .....	252





*On his arrival at London Airport, Mr. Pearson is greeted by the British Lord Chancellor, Lord Dillhorn of Towcester (left), representing the British Government, and Mr. George Drew, High Commissioner for Canada (second from right). At the extreme right is Canada's Minister of National Defence, Mr. Paul T. Hellyer.*



*Prime Minister Pearson and President Kennedy in conversation at the President's summer home at Hyannis Port, Cape Cod.*

## *Mr. Pearson in London and Hyannis Port*

*Prime Minister Pearson visited London from May 1 to 3 for consultations with Prime Minister Macmillan. During his visit, he was received by the Queen and was appointed to the Privy Council. Discussions took place with Mr. Macmillan and other members of the British Government, the purpose of which was to establish personal contact between the heads of government. Mr. Pearson was accompanied to London by the Canadian Minister of National Defence, Mr. Paul T. Hellyer.*

*There was no formal programme for the discussions, which covered a wide range of subjects of mutual interest. The following are extracts from Mr. Pearson's comments to the press at the end of his visit:*

I have had the opportunity of seeing Prime Minister Macmillan on three occasions and discussing matters with him and some of his colleagues, and I have had the pleasure of meeting other friends and many of the United Kingdom whom I had hoped to see when I came over here. As I said when I arrived, I did not expect there would be any decisions made — any news in that sense — and that is the case. I have been talking about Canadian-U.K. relations and international affairs generally, and it's been of great interest and value to me to have the opportunity of exchanging views on a good many matters with the Prime Minister and his colleagues and others in the United Kingdom. I go back to Ottawa Sunday morning feeling that this trip has been very much worthwhile from my point of view apart from the pleasure that I have had in being back in London. I am sorry that on this occasion my visit has been so short — indeed so short that I have not been able to go across the Channel to visit Canada's other mother country, France. I hope to do that at the earliest possible opportunity, and also to visit the Canadian Forces on the Continent.

### **Questions and Answers**

*Question:* Would it be correct to say that, apart from discussions on trade and defence matters, one of the main reasons for your visit here seems rather more to cement the possibly sentimental ties between our two countries?

*Mr. Pearson:* I think that is perfectly true. It was the most natural reaction in the world to me — as soon as I took over the Government of Canada — to come over here and renew my contacts with my friends and my parliamentary and governmental colleagues in the U.K. That was the main purpose of the visit and I feel very much that that has been achieved.

*Question:* Mr. Pearson, what was the main topic you dealt with during your talks with the Prime Minister?



*Mr. Pearson:* We went over what we always call a *tour d'horizon* in diplomatic circles, with particular reference to the forthcoming NATO meeting in Ottawa and the questions that will come up there, and also disarmament questions, nuclear test bans, and progress or lack of progress of the Geneva Disarmament Committee. We talked about trade and economic matters, not only in their bilateral aspects, but in respect of the forthcoming GATT talks in Geneva, that are called the "Kennedy Round" of talks.

*Question:* Mr. Pearson, what is the biggest change that you would like to see in Canada-British relations?

*Mr. Pearson:* I should like to see our relations continue on a friendly basis as they have in the past. I think that we cannot over-emphasize the desirability of keeping them frank and friendly as they have been in the past. I cannot think of any immediate problems — by that I mean problems that have to be solved — but I can think of things we ought to do to increase our mutual benefit, our economic and commercial contacts.

*Question:* Would you like to see inducements to trade relations within the Commonwealth?

*Mr. Pearson:* I do not attempt to separate trade relations inside the Commonwealth from our trade relations with other free countries in the world. I always consider trade relationships within the Commonwealth — which have a special character, and a special preferential character, and a special sentimental character, if you like — within the context of general multilateral trade, because in Canada, while we appreciate the importance of our Commonwealth economic relationships, we can never forget our continental relationship with the U.S.A., which is our biggest customer and is likely to remain so.

*Question:* Mr. Pearson, did you urge Mr. Macmillan to renew his attempts to get into the Common Market?

*Mr. Pearson:* No, I certainly did not consider it my business to urge Mr. Macmillan to take any steps which are of a domestic political character in this country, but we did agree, as I think any reasonable people would agree, that we should do in both our governments all that we can to remove obstructions to trade and widen the areas of trade, not only inside the Commonwealth but around the world. I hope that the Geneva meetings will begin that process through the ministerial discussions beginning in a couple of weeks. For that purpose there is to be, as you know, a Commonwealth meeting here next week. We are very happy indeed to have our new Minister of Trade and Commerce come over and attend these meetings.

*Question:* Mr. Pearson, what is your attitude to General De Gaulle's tendency to break away from the Atlantic Community?

*Mr. Pearson:* Without any references to French policies, or General De Gaulle's policy, I think it is of first importance to maintain and strengthen the unity of the Atlantic Community countries.

*Question:* Sir, what proposals have you for narrowing the trading imbalance between Britain and Canada?



*Mr. Pearson:* We have only been in office now for ten days in Ottawa and it is a little early, I think, for us to make concrete and specific and definite proposals but we are certainly considering that matter. Perhaps the best way we can show our goodwill in this respect is the attitude we shall take at the Geneva Conference which is about to begin and which is dedicated to a lowering of tariff and a removal of obstructions on the basis of the Kennedy proposals for a 50 percent cut right across the board.

*Question:* What is your attitude towards the Baumgartner Plan?

*Mr. Pearson:* I have studied that in a very general way — this idea of an international pool of aid to the under-developed countries, through the Atlantic Community especially — and I am not really in a position to say anything about that now. We have in Canada in recent years done, I think, something to show our interest in aid to under-developed countries, and I hope that not only will we be able to maintain that in our Government, but that we will be able to improve our record in that department. I am not sure that the Baumgartner Plan that you have mentioned is the best way of doing it; I just don't know.

*Question:* Mr. Pearson, you are the worthy creator of the Atlantic Alliance . . . what do you think of the present Mid-east situation?

*Mr. Pearson:* I think the Mid-east situation is as it was when I left office as Secretary of State for External Affairs — it's explosive. I think there is a particular danger in the situation out there now arising out of the situation in Jordan. I should hope that, if that situation deteriorates to the point where there might be real difficulty, the United Nations could be brought into that situation by way perhaps of extending not the operation but the usefulness of the UN force which is now there to patrol any boundary which might seem to be an area of armed conflict. I think that the UN intervention in that area has something to do with calming the situation over recent years; but, if that situation becomes more explosive as a result of developments — for instance, in Jordan —, I think it would be a good thing for the UN to have some plans for dealing with that before the explosion takes place. But I cannot say anything more about that now.

*Question:* Mr. Pearson, could you say when you're going to meet President De Gaulle?

*Mr. Pearson:* I am going to go to France just as soon as I can but I can't say when.

*Question:* Mr. Pearson, did you discuss the question of a nuclear contingent for NATO?

*Mr. Pearson:* No. We did not intend to reach any agreement. We discussed this whole situation regarding an inter-allied nuclear force in NATO but did not come to any decision in regard to it. That will be left for the NATO Council to consider. We just exchanged views about this. I don't think I am in a position to go further than that at the present time.

*A further, indistinct, question on Canada's attitude to an inter-allied nuclear force came next.*

*Mr. Pearson:* We would naturally give very careful and indeed sympathetic consideration to any NATO proposal of this kind, because we have an air division in Europe which would be very much concerned with an inter-allied nuclear force because it is an air division which has been asked to play a role that can only be done effectively by the acquisition of nuclear warheads for the missiles which these planes would carry. Therefore, we are directly concerned with this matter. I was not asked for any pledges as to what we would do, nor did I give any pledges, except that this matter is now under consideration by the Defence Committee of our Cabinet, and we will participate in the discussion which takes place undoubtedly in a couple of weeks at the NATO Council. But I cannot go beyond that now.

*Question:* Do you think the NATO countries will reach an agreement or a firm decision at the NATO Council in Ottawa?

*Mr. Pearson:* I have no idea, but this is a pretty important matter to decide in two or three days. It may well be that they will merely give preliminary consideration and then refer the matter to the next meeting. There are 15 or 16 members of NATO, and I do not know what their views are, and I would much rather see the matter referred for further consideration than to have open disagreement in the NATO Council on it at this time. . . . There is a distinction, of course, between what you call a "mixed" force . . . which is a multi-national force or a submarine or surface ships including "Polaris" or nuclear weapons. . . . There's a distinction between that kind of force and an inter-allied force, which would be separate contingents under a nuclear command. I do not think I should tell you whether I am in favour of either of them at the present time, because really it's a little bit early for me to come to a decision on that matter. . . .

*Question:* Mr. Pearson, did you and Mr. Macmillan reach a common attitude towards the "Kennedy Round"?

*Mr. Pearson:* Well, I don't know whether you could call it a common attitude, except in principle, and it's not always too difficult to reach a common attitude in principle on things. We did agree that the Kennedy initiative, if I may call it that, for tariff reductions, is one that should be supported by all countries who believe in the expansion of trade. But the application of the specific Kennedy proposals — and the 50 percent linear cut right across the board — will be very different for the U.K. than it will be for Canada in its impact. We did not go into the details of how it would affect both of our economies. But I suspect the Government here is perhaps a little more favourable to the actual proposals than we might be, because the circumstances are very different, and we might have to make our concessions in a rather different way than a sort of 50 percent cut across the board.

*Question:* Mr. Pearson, did you make any specific proposals?

*Mr. Pearson:* No, that will be reserved for consideration next week when the ministers of trade and commerce get together.

*Question:* On that same question, was there any discussion of the British negotiations with the European Free Trade Association?

*Mr. Pearson:* No. Just in a very general way. Nothing specific. We discussed the general agricultural problem and its relationship to the GATT discussion. That's a very important factor in the whole discussion.

*Question:* During your discussions with Mr. Macmillan and Mr. Wilson did you discuss South Africa at all?

*Mr. Pearson:* I cannot recall the question of South Africa coming up at all in any of my talks. . . .

*Question:* Did you ask Mr. Macmillan to renew the application for the Common Market?

*Mr. Pearson:* No, I didn't.

*Question:* Would it worry you if he did?

*Mr. Pearson:* Oh no. Our party has taken the position that we should give very sympathetic and understanding consideration to any move to bring Europe closer and to associate the U.K. with the coming-together of Europe. We recognize, of course, this makes practical problems for other countries and short-range difficulties but we would hope that if this took place we would be able to accommodate ourselves to the changes that were required and that the long-range advantages to us all, we would hope, would compensate for any short-run difficulties. But that's been our general position and that would be our position now in respect of any move of this kind if it ever were taken again.

*Question:* Do you expect the U.K. and Canada to have worked out a common attitude towards the GATT talks by the time they actually begin.

*Mr. Pearson:* I should be surprised if they were able to do that in detail, because the application of this principle differs in respect of every country and, while we did agree in principle that it is something we should support and try to develop, we did certainly refrain from trying to work out a common attitude towards the application of the principle. And I doubt very much whether that will be possible next week. For example, take Australia's position in respect of a 50 percent tariff cut. It certainly would not be the same with the U.K. and neither is ours. But we do know that, if we are going to get the benefit of a U.S.A. reduction of 50 per cent in their tariffs, we have to make a compensatory concession in some form that would be considered by Congress of the U.S.A. as adequate compensation. And we accept that. We cannot get benefits without giving benefits.

### **Hyannis Talks**

*On May 10 and 11, Mr. Pearson visited President Kennedy at his summer residence at Hyannis Port, Massachusetts. The purpose of this visit, like the visit to London the week before, was to review informally matters of mutual interest. The following is the text of the joint communiqué issued after the two-day talks:*

During the past two days the President and the Prime Minister have met together in this historic state where so many of the currents of the national life of the two countries have mingled from early times.



Mr. Pearson's visit to Mr. Kennedy's family took place in the atmosphere of informality and friendliness which marks so many of the relations between the people of the United States and Canada. There were no agenda for the talks. It was taken for granted that any matter of mutual interest could be frankly discussed in a spirit of goodwill and understanding.

In this community on the Atlantic seaboard, the Prime Minister and President reaffirmed their faith in the North Atlantic Alliance and their conviction that building upon the present foundations, a true community of the Atlantic peoples will one day be realized. They noted that questions which would be under discussion at the forthcoming NATO ministerial meeting in Ottawa would give both countries an opportunity to demonstrate their belief in the Atlantic concept.

Their Governments will continue to do everything possible to eliminate causes of dangerous tensions and to bring about peaceful solutions. In this task, they will continue to support the role of the United Nations, and to make every effort to achieve progress in the negotiations on nuclear tests and disarmament.

In the face of continuing dangers, the President and the Prime Minister emphasized the vital importance of continental security to the safety of the free world and affirmed their mutual interest in ensuring that bilateral defence arrangements are made as effective as possible and continually improved and adapted to suit changing circumstances and changing roles. The Prime Minister confirmed his Government's intention to initiate discussions with the United States Government leading without delay towards the fulfilment of Canada's existing defence commitments in North America and Europe, consistent with Canadian Parliamentary procedures.

President Kennedy and Prime Minister Pearson reaffirmed the desire of the two Governments to co-operate in a rational use of the continent's resources — oil, gas, electricity, strategic metals and minerals — and the use of each other's industrial capacity for defence purposes in the defence-production sharing programmes. The two countries also stand to gain by sharing advances in science and technology which can add to the variety and richness of life in North America and in the larger world.

The President and the Prime Minister stressed the interest of both countries in the balance of payments between them and with the rest of the world. The Prime Minister drew particular attention to the large United States surplus in the balance of current payments with Canada and noted the importance of allowing for this fact in determining the appropriate policies to be followed by each country. It was agreed that both Governments should always deal in a positive and co-operative manner with developments affecting their international trade and payments.

The Prime Minister and the President noted that encouraging discussion had recently taken place between Governor Herter and Canadian ministers about the prospects of general trade negotiations and that these talks would be continuing with a large number of other countries in the General Agreement on Tariffs

and Trade in Geneva next week. The two Governments will co-operate closely so that these negotiations can contribute to the general advantage of all countries.

While it is essential that there should be respect for the common border which symbolizes the independence and national identity of the two countries, it is also important that this border should not be a barrier to co-operation which could benefit both of them. Wise co-operation across the border can enhance rather than diminish the sovereignty of each country by making it stronger and more prosperous than before.

In this connection, the President and the Prime Minister noted especially the desirability of early progress on the co-operative development of the Columbia River. The Prime Minister indicated that, if certain clarifications and adjustments in arrangements proposed earlier could be agreed on, to be included in a protocol to the treaty, the Canadian Government would consult at once with the provincial government of British Columbia, the province in which the Canadian portion of the river is located, with a view to proceeding promptly with the further detailed negotiations required with the United States and with the necessary action for approval within Canada. The President agreed that both Governments should immediately undertake discussions on this subject looking to an early agreement.

The two Governments will also initiate discussions shortly on the suitability of present trans-border air-travel arrangements from the point of view of the travelling public and of the airlines of the two countries.

On the great waters that separate and unite the two countries — the St. Lawrence River and the Great Lakes — it is essential that those who own and sail the ships should be free to go about their lawful business without impediment or harassment. The Prime Minister and President shared a common concern at the consequences which could result from industrial strife on this central waterway. They urged those directly concerned to work strenuously for improvement in the situation, and to avoid incidents which could lead to further deterioration. To help bring about more satisfactory conditions they have arranged for a meeting to take place in the near future between the Canadian Minister of Labour, Allan J. MacEachen, the United States Secretary of Labor, W. Willard Wirtz, the President of the AFL-CIO, George Meany, and the President of the Canadian Labour Congress, Claude Jodoin.

On the oceans that surround the two countries, while there has always been healthy competition, there has also been a substantial similarity of sentiment among those who harvest the sea. The need for some better definitions of the limits of each country's own fishing waters has long been recognized, particularly with respect to the most active fishing areas. The Prime Minister informed the President that the Canadian Government would shortly be taking decisions to establish a 12-mile fishing zone. The President reserved the long-standing American position in support of the 3-mile limit. He also called attention to the historic and treaty fishing rights of the United States. The Prime Minister assured him that these rights would be taken into account.

The President and the Prime Minister talked about various situations of common interest in this hemisphere. In particular, they expressed a readiness to explore with other interested countries the possibility of a further co-operative effort to provide economic and technical aid to the countries in the Caribbean area which have recently become independent or which are approaching independence, many of which have long had close economic, educational and other relations with Canada and the United States. Such a programme could provide a very useful supplement to the resources which those countries are able to raise themselves or to secure from the international agencies which the United States and Canada are already supporting.

Our two countries will inevitably have different views on international issues from time to time. The Prime Minister and the President stressed the importance of each country showing regard for the views of the other where attitudes differ. For this purpose they are arranging for more frequent consultation at all levels in order that the intentions of each Government may be fully appreciated by the other, and misunderstandings may be avoided.

These preliminary discussions between the President and the Prime Minister will lead to a good deal of additional activity for the two Governments over the next few months. It is expected that there will be almost continuous exchanges of views during that period as work progresses in resolving many matters of concern to the two countries. Then, in the latter part of the year, meetings will be held of the joint cabinet-level committees on trade and economic affairs and on defence.

The Prime Minister and the President look forward to a period of particularly active and productive co-operation between the two countries.



# North Atlantic Treaty Organization

MINISTERIAL MEETING, OTTAWA, 1963

*On May 22, 1963, on the occasion of the official opening of the ministerial meeting of the North Atlantic Treaty Organization which took place in Ottawa from May 22 to 24, Prime Minister L. B. Pearson delivered the following address:*

**I**t is 12 years since the North Atlantic Treaty Council last convened in these Parliament Buildings of Canada.

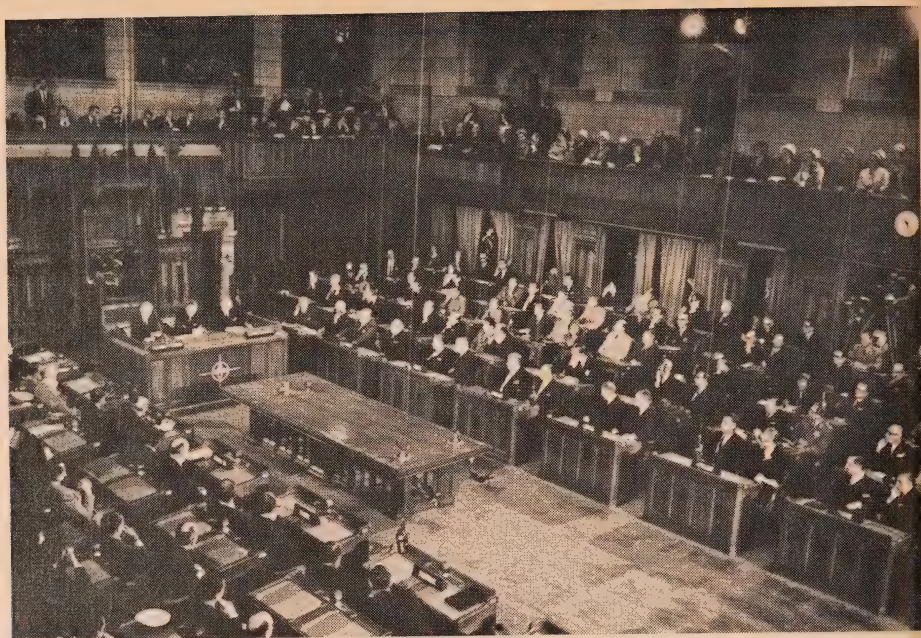
At that time the Alliance faced many and grave problems. It had yet to demonstrate its real capacity to fulfil even its military role. But the promise of immense collective strength in the partnership of European and North American nations was there to be realized. There were no obstacles then, as there are none now, which the resources of the North Atlantic Treaty countries could not surmount, if sustained by hope, determination and faith.

We are here as men of peace. But we are also here to declare our full and forthright support of what is in great measure a military alliance. There is nothing strange or contradictory in this. For, in the very first line of the Treaty that welds us to a common purpose, we affirm our "faith in the purposes and principles of the Charter of the United Nations and their desire to live in peace with all peoples and all governments".

It is in that spirit that I welcome this session of the Ministerial Council to Canada, whose two mother countries are both members of NATO.

The dual nature of Canada's cultural heritage and the intimacy of the links which bind us so warmly to Great Britain and to France are elements in our national make-up which we cherish. Each of our cultural streams has benefited from and been enriched by the presence of the other flowing so closely by its side. From the ebb and flow of European history both the Anglo-Saxon and the French peoples have benefited. It should not be difficult, therefore, to appreciate how much Canadians value the dual character of their national personality.

But our country is — to adapt a current expression — multilateral as well as bilateral in character. Our citizens, whose family trees have roots in France and the United Kingdom, have been joined by many others with family ties in one or another of all our North Atlantic partners — and, of course, in many other lands too. These others have come to join their strength to ours in the creation of a free society in which all Canadians can live and work together. In fact, as in aspiration, we in Canada have given credibility to the central conception of our Atlantic Alliance — a belief in word and in deed in the interdependence of co-operating peoples.



*Official opening ceremony of the NATO ministerial meeting in the House of Commons at Ottawa, May 22, 1963.*

Today it is easy to point with anxiety to the centrifugal tendencies in NATO. But, in spite of this and other difficulties, our defensive Alliance has succeeded in deterring aggression and promoting security. But to survive — this has been said so many times — NATO must comprehend much more than military defence, central as that undoubtedly is to our joint effort. It must include the closest possible unity of purpose in the solution of political, economic and social problems of concern to us all. If it does not, NATO will weaken and eventually disappear.

NATO must also comprehend efforts through co-operative action to raise the levels of economic and social well-being, not of the Treaty countries alone but also of the countries in less fortunate areas of the world.

It must give the lead in working toward the time when all men will recognize in their hearts and be guided in their actions by the noble principles of the United Nations Charter.

The wealth of promise now open for all mankind will never be realized unless nations come to accept the fact of their interdependence and act on that fact.

The degree and complexity of the interdependence of all nations is a distinctive characteristic of our era. It could have no similar meaning for the relatively uncomplicated conditions of former times. The science and technology of a few years have brought the multiple interests of each nation into a maze of interlocking contacts with those of other nations. This is a central and compelling factor of our time.



Today the world has the means of adapting itself to this essential factor by international co-operative effort. It is the only means that makes sense, but that does not prevent us from too often following the older techniques of exclusive national action.

Since we last met in Canada in 1951, new institutions have been developed within the framework of our Organization. In a new complex of working bodies, many important facets of our national activities have come to be explored on a continuing collective basis. Meanwhile, too, a devoted and talented international staff has been built up under a dedicated and wise Secretary-General and performs invaluable service in the study of cultural, scientific, economic, military and political matters.

In all our policies and in all our planning, we must keep very much in mind the grim reality of the universal destruction of nuclear war. Therefore, our decision in the military field for the prevention of war through adequate deterrence must be coupled with the removal of the political causes that today make such deterrence necessary.

I acknowledge with gratitude what has been done in both these fields, but I register no cause for complacency. The threat we set out to meet when NATO was born, and the wider world purposes we have agreed to serve, have taken a formidable subtlety and difficulty since our early days. Both the peril and the promise of 1949 remain. We have kept the one in check but without realizing the other as much as we should like.

I do not and you do not believe in miracles. Fundamental changes in the angry disbeliefs and festering animosities of the cold war will not take place overnight, or without stubborn and unremitting perseverance on our part. It is folly to expect the awful dangers of the nuclear age to go away while we merely sit back, answer jet with superjet, missile with anti-missile, charge with counter-charge. Rather, in dealing with the Communist world, the NATO partners must keep on trying to solve political problems, one by one, stage by stage, if not on the basis of confidence and co-operation at least on that of mutual toleration based on a common interest in survival.

We must direct the best of our talents towards uncovering, exploiting and building upon every conceivable point of common interest between East and West. There is no alternative to utilizing all the genius of our statecraft to wed the power of our collective strength to reasoned and forward-looking policies, and thus to give our diplomacy its best chance of reducing tensions and fostering international understanding.

We must, of course, maintain the strength, the power, required to deter any fatal adventures by those who might otherwise misjudge our resolve to seek peace and preserve freedom.

Nevertheless, to think that we can guarantee this even by collective action based on power alone is a delusion. To think that we can protect ourselves by individual action based on national power alone is an absurdity. In 1961, Presi-



dent Kennedy, on a visit to Canada, spoke with eloquence of the nakedness in today's world of a single country seeking to stand alone. "It is clear", he said, "that no free nation can stand alone to meet the relentless threat of those who make themselves our adversaries." I am sure we all agree completely with that. In 1963, "Each nation for itself and God for us all" is not only silly; it could be suicidal.

So the Atlantic nations must come together, in one Atlantic Community. The West cannot afford two such communities, a European one and a North American one, each controlling its own policies and each perhaps moving away from the other as a common menace recedes.

One of the most hopeful, most exciting developments of the postwar period has been the growing unity of European nations — a process not yet completed. As a result of this, a united Europe should play, and can play if it desires to do so, an equal part with North America in the direction and development of the Atlantic Alliance.

It would, however, be a sad day for peace and security if a united Europe or a United States were to play a separate role.

Therefore we must examine very closely into the relations that bind us together across the Atlantic. Changes that have been wrought since our last meeting in Ottawa point to the need for some redefinition of Atlantic relations. The public discussion that is taking place on this subject is a reflection of the healthy nature of the free societies which support our Alliance.

On the military-defence side, it would certainly seem that the moment for some recasting of NATO policy, including nuclear policy, has arrived. In this recasting, nuclear-arms policy and conventional-arms policy should be carefully studied together as inseparable elements in any sound strategic design. It is also true that, despite the impressive advances of the past few years, the twin problem of political decision-making and of political consultation, so essential in an era of apocalyptic weapons, has not yet been satisfactorily resolved. The proposals of the U.S.A. now before the Council offer a framework in which these problems can be tackled.

Equally, it would repay us to see what changes are needed to improve our co-operation in the economic field. In the twentieth century, perhaps more than ever before, harmonization of economic policies is indispensable for political and defence collaboration.

We are not going to settle all these issues in this short meeting. Nevertheless, we shall make satisfactory progress and I hope that in that progress we shall be guided by a precept enunciated by a well-known American writer, Mr. Henry Kissinger:

The test of leadership is not tomorrow's editorial, but what history will say of us five years from now.

I believe that five years from now history will say that this Council meeting marked one more good step in the evolution of the Atlantic coalition, for the security of its members and for peace in the world. . . .

*At the close of the NATO ministerial meeting, the following communique was issued:*

The North Atlantic Council met in Ministerial Session in Ottawa from May 22 to 24, 1963.

2. In their review of the international situation, Ministers emphasized that in the world of today peace is indivisible. The enduring character of the North Atlantic Alliance, founded on the principles of interdependence and common defence, constitutes a basic guarantee for the maintenance of peace.

3. The Council noted with regret that the Soviet Union had so far shown little interest in seeking equitable solutions for outstanding problems.

4. With regard to Germany and Berlin, the threat has not disappeared. Thanks to the firm attitude maintained by the West, however, developments detrimental to the interests of Berlin and the Alliance have been effectively discouraged. In this connection, the Alliance abides by the terms of its Declaration of December 16, 1958, on Berlin.

5. Outside the Treaty area too, tensions and difficulties continue to exist which have a profound effect on the Alliance. Soviet military personnel remain in Cuba; and the situation there, with its repercussions in the region generally, still gives cause for concern. Ministers also expressed their disquiet over recent events in Laos, and stressed the importance of sustained efforts to secure respect for the Geneva Agreements.

6. Ministers reaffirmed the importance, in building a peaceful world, of progress towards general and complete disarmament by stages and under effective international control. In this connection, they noted that agreement in principle had been reached between the United States and the U.S.S.R. on measures to improve communications designed to reduce the risk of war by accident or miscalculation. They expressed the hope that the Soviet Union's attitude would evolve sufficiently to permit genuine progress to be made on key disarmament questions.

7. The growing scope and complexity of the problems facing the Alliance make it imperative for the Council to ensure that its political consultations are as prompt and effective as they can be made. Ministers noted the progress already achieved in this direction and expressed their determination to secure still further improvements.

*The following statement was made to the House of Commons on May 27 by the Secretary of State for External Affairs, Mr. Paul Martin:*

. . . I now wish to make a report on the ministerial meeting of NATO which was held in Ottawa last week. The Minister of National Defence and I had the responsibility of representing the Government of Canada at that meeting. Because of the importance of the subject matter, and in accordance with the convention which attends the delivery of a statement of this importance by a Minister of the Crown, I propose to follow closely what I have prepared for this particular occasion.

May I say at the outset that it was an excellent idea, in my judgment, to have Canada play host to this meeting. Thanks to the superb physical arrangements made through the co-operative efforts of various departments of government, under the able chairmanship of General Fin Clark, Chairman of the National Capital Commission, a most favourable impression, I am sure, has been made on our distinguished visitors. I cannot too highly commend those who were associated with this preparatory work over a period of some four months.

The Minister of National Defence and I were afforded an opportunity to meet our opposite numbers both during and before the ministerial meeting itself. I had valuable talks in my office in the four days preceding the meeting with Secretary of State Rusk, Foreign Secretary Lord Home, and with the Foreign Ministers of France, M. Couve de Murville, and of Germany, Mr. Schroeder — that is, with the leading members and representatives at this meeting of those countries with which we have the most intimate relations. Of course I should add, so that I would not in any way discriminate, that I was privileged to have important and useful talks with the Foreign Ministers of Holland, Belgium, Portugal, Turkey, Greece and Denmark. We were able to review not only matters which would be brought before the meeting, but also questions of bilateral concern. In ordinary circumstances it might have taken many months to establish direct personal contact with these foreign ministers or, in the case of the Minister of National Defence, with ministers of national defence from the 14 countries which attended the ministerial meeting along with Canada. . . .

I want to make perfectly clear that Canada has undertaken no new commitments at the meeting just concluded. It is, however, the policy of this Government to take the steps needed to make it possible for the Canadian forces to discharge the role accepted for them. . . . This was as long ago as 1959. That role would not disappear if Canada failed to carry it out; all that would happen would be that some other member or members of the Alliance would have to shoulder the obligation in our place.

The kind of forces Canada agreed to contribute were to meet part of an established NATO military requirement, and I am sure that no Hon. Member of this House would wish Canada to be placed in the position where it would be foisting upon others a task voluntarily assumed by Canada . . . as part of the collective defence effort of the Alliance. I stress the word "voluntarily" because the military contributions to meet agreed force requirements were assumed as a result of bilateral discussions between the NATO military authorities and individual member states, and not all of them saw fit to undertake a nuclear role. I will have more to say a little later in connection with this aspect of the NATO meeting.

. . . The spring ministerial meeting of the NATO Council is normally attended by foreign ministers to review international developments and appraise the state of the Alliance. Defence ministers also participated at this time because there were on the agenda items affecting the organization of the deterrent forces at the disposal of the Alliance. . . .



The decisions on defence matters taken at the meeting have attracted a great deal of public notice, virtually to the exclusion of all else. I do not wish to under-rate the significance of those decisions, for they represented a further step in the integration of elements of the deterrent forces which should go some distance toward improving their co-ordination and control. But I would also draw the attention of Hon. Members to the fact that the emphasis in the communique was on peace. The communique opened and closed on that note. This is as it should be, for ours is a defensive Alliance, the military activities of which are maintained solely in the interests of the integrity of the member states and therefore of the peace of the world. The whole underlying concept of NATO is the prevention of war, and there is full realization within the Alliance that peace cannot be ensured by military power alone. So the Council has reasserted its desire to seek equitable solutions by negotiation, and it is hoped that the Communist world will come to see that they too have no less an interest in such settlements.

Some of the areas of continuing concern — Berlin, Cuba and Laos — are named in the communique and were indeed thoroughly discussed in the private sessions of the Council. I reported to the Council on the unsatisfactory situation in Laos from the viewpoint of one of the members of the three-nation International Supervisory Commission. I expressed our determination to continue to press for greater freedom of action and movement for the Commission, and I am happy to know that the three members of the Commission have joined together in their most recent report.

Too often in the past the Council has met in the shadow of crisis. Last December it met in the immediate aftermath of Cuba. The preceding year it was the wall in Berlin. This year we were faced with no immediate threat of armed aggression affecting the Treaty area directly, and this fact was noted in our review of the international situation. On the other hand, the absence of war or the threat of war is a long way from the kind of peace we seek, and we were also forced to recognize that long-standing issues such as were named in the communique remain unresolved and are a continuing source of grave concern. The causes of the present lull well may lie within the Sino-Soviet bloc itself, although no one can predict how long this state of immobility in East-West relations may continue.

There was complete agreement upon the importance of maintaining continuous contact with the Soviet Union in an effort to resolve issues which might lead to war and ensure, at the very least, that neither side should misunderstand the intentions of the other.

In this connection the decision in principle which has been reached at Geneva between the United States and the Soviet Union to establish direct communication between Washington and Moscow was welcomed by the Canadian delegation as one which should help to reduce the risk of war by miscalculation.

That agreement was one of the useful by-products of the 18-Nation Disarmament Conference now meeting in Geneva. As I had occasion to say in one of my interventions before the Council, the outlook at the Geneva Disarmament

Conference and the test-ban talks is so far from encouraging that it would be unrealistic to slacken our defence efforts. But I noted at the same time that the implications in both military and financial terms of an unrestricted arms race are such that we simply could not relax our efforts to negotiate a balanced reduction of armaments and armed forces provided we can secure the proper safeguards. To abandon this search would be a counsel of despair, although I have no illusions about either the ease or the speed with which results may be achieved.

There was unanimous support for the continuation of efforts at Geneva to bring about general and complete disarmament by stages under effective international control and international safeguards. Even though real progress in the scaling-down of arms may be some distance away (and I believe this is the case), there are related areas, such as the communications link, which can substantially reduce the risk of war by accident or miscalculation and thereby contribute to the maintenance of peace and security. Similarly, on the subject of the nuclear test ban, I welcomed on behalf of the Canadian delegation and the Government of Canada the recent Anglo-American approach in Moscow in an attempt to break the current deadlock. I made clear the Canadian view that there must be unrelenting effort to bridge the narrow gap between East and West on this issue. Verification is, as it has so often been, the root of the trouble.

In our appraisal at the Council meeting of the state of the Alliance, a good deal of attention was paid to the improvement and intensification of timely consultation on political developments. This is a subject on which members of this Government have had a good deal of experience, in that the Prime Minister was intimately associated in 1955 with the specially-appointed group which originally set up the procedures and basic rules which have been followed in the Alliance ever since. Since taking over my responsibilities, I have found that impressive strides have been made in this field in the intervening years, but, in that same period, there has been a corresponding growth in the scope and complexity of the problems facing the members of the Alliance which demands an even more intensive effort in this direction. I took the occasion, in reviewing this question as seen from the Canadian viewpoint, to make clear that any shortcomings there may have been on the Canadian side would be removed.

I should like to make clear to the House, as I did to our NATO colleagues, that the Canadian Government looks upon its contribution to NATO, and indeed regards the military role of the Alliance itself, as part of a broad international network of peace-keeping activities. As the Prime Minister indicated in his remarks at the opening ceremony, the interdependence of all nations is a distinctive characteristic of our era. It has come to be recognized that a local war, whether in Indochina or Africa, if not contained, can have as grave consequences as any outbreak of hostilities in the more familiar trouble spots of direct concern to NATO. Moreover, participation in many of these peace-keeping responsibilities outside the NATO area is, by tacit consent, denied to the major powers since one of the primary objects is to prevent fighting without inviting the even greater



danger of a great-power confrontation. For this reason it has been and continues to be Canadian policy to assume international peace-keeping obligations both inside the United Nations, as in Gaza or the Congo, and outside, as in the Indochina Commissions. Through these activities we have a constant reminder that the NATO Alliance has to be seen in a broad world perspective.

To place NATO in global context in this way, is not, however, in any way to deny that the central challenge to today's world is between the closed totalitarian regimes of the Communist bloc and the free societies of the West, and that NATO is the instrument on which we all rely to meet that challenge. One of the principal subjects with which we were concerned at this meeting was the possible nature of that challenge, and to ensure that NATO forces should be so equipped as to be able to offer a range of responses appropriate to any aggression affecting the Treaty area. In this connection two decisions of importance to Canada and to the Alliance were taken, both of which were noted in the communique.

The first was concerned with the ability of the Alliance to deal with the obvious threat posed by the Soviet Union's mounting arsenal of nuclear weapons. Paragraph 8 of the communique described decisions taken by the Council to regroup and organize certain elements of the nuclear deterrent forces under the command of the Supreme Allied Commander Europe. These forces will henceforth include the whole of the United Kingdom V-bomber force and three United States "Polaris" submarines. This formidable new strength to be at the disposal of SACEUR will be added to certain tactical nuclear forces already in being or programmed and already assigned to him. This decision was of direct relevance to Canadian forces in Europe for, by indicating our willingness to arm the Canadian air division with the weapons which will enable it to discharge the strike role to which it was committed . . . , the way has been opened to permit Canada to play its part in the new arrangements.

Let me make it perfectly clear this decision in no way makes Canada a member of the "nuclear club" in the sense of owning or manufacturing nuclear warheads. Indeed, the decisions taken at this meeting affecting the organization of the Alliance's existing nuclear forces are entirely consistent with resolutions unanimously adopted by the United Nations to avoid the further spread of nuclear weapons under independent national control. Custody of the nuclear armament of all the forces involved, with the exception of the United Kingdom bombers, will remain as before with the United States. I also want to make it clear that there is no new assignment involved for Canadian forces, as they were already assigned . . . to SACEUR's command. These arrangements were welcomed by the Canadian delegation as steps which, through the greater sharing of knowledge and responsibility for nuclear defence, will help to knit the Alliance together and, in the words of the communique, "improve co-ordination and control of its nuclear deterrent forces". . . .

The steps I mentioned earlier should be seen as part of the democratization



of the Alliance with respect to the exercise of its heavy responsibilities in the nuclear field.

The second decision of importance is recorded in Paragraph 9 of the communique, where the need to achieve a satisfactory balance between nuclear and conventional forces was recognized. To this end, the Permanent Council has been instructed to undertake, with the advice of the NATO military authorities, a comprehensive review of the interrelated questions of strategy, force requirements and the resources available to meet them. I have already mentioned that NATO must be able to offer a range of responses to any challenge, and this means that, if that challenge is conventional, then the conventional means must be available to meet it without premature recourse to nuclear weapons. At the same time, the nuclear strength must be there to deter any possibility of a direct challenge with nuclear weapons.

The cost of maintaining the correct balance must be shared equitably amongst the members of the Alliance and must be geared to the capabilities of each, having regard to its resources and its other military obligations. For example, Canada has heavy responsibilities in North American defence, in NATO and in the United Nations and in other peace-keeping activities. Our contribution, too, must take into account these responsibilities and the resources we have to meet them, and our planning must be projected as far as possible into the future if we are to make the most useful contribution to world peace in all these fields.

. . . The Prime Minister has announced in the House, as the Minister of National Defence did in the Council, the Government's intention to conduct a national review of defence policy and to set up without delay a Parliamentary Committee as part of that process, and a motion to that end will shortly be introduced. Our national review will thus go forward in parallel with the NATO review, a fact which will be helpful in considering the full range of our defence obligations. The outcome of these two reviews should enable the Government to form considered judgments on the extent to which the present allocation of the Canadian defence effort should be continued or adjusted.

There has been a good deal of public speculation . . . as to why there was no mention in the communique of another project in the nuclear field which is known to have been under active consideration in the Alliance. I refer to the so-called multilateral force and, in particular, that aspect of it which would consist of a mixed-manned fleet of "Polaris"-carrying vessels. This question was not on the agenda because the special mission headed by United States Ambassador Livingston Merchant has not yet completed its visits to all the capitals of the Alliance. I wish to say no more at this stage than that the Canadian Government hopes to receive Ambassador Merchant's group and himself in Ottawa some time during the first week in June in order to inform itself better of all the ramifications of this proposal.

By any reasonable test . . . the Ottawa meeting was one of the most successful the Alliance has had. . . .

It is easy, and I regret to say fashionable, to emphasize the centrifugal tendencies in NATO, tendencies which are bound to manifest themselves in any organization of free and sovereign states whose co-operation has so succeeded as to bring a measure of relief from external pressures. It is precisely because NATO has succeeded in deterring aggression and promoting the security of its members that they can afford to indulge in the luxury of some dissent, precisely inherent in the fact that NATO is made up of freedom-loving states.

This meeting of the Council had before it certain matters for decision designed to reinforce the enduring character of the partnership between Western Europe and North America. It took those decisions unanimously and in a spirit of harmony. It is wrong to say NATO is in a state of disarray. The assembled ministers were responding in a tangible way to the keynote address of one who has from the beginning lent inspiration to the Alliance. I refer to the Prime Minister of Canada. The wise counsel he gave in opening the meeting, his assessment of NATO's achievements, his warning of the perils that lie ahead and his plea for unity created the climate for a meeting that will be recorded, I believe, in the history of the Alliance as another milestone in Atlantic partnership.

## *Commonwealth Educational Co-operation*

ON JUNE 1, 1963, Dr. Freeman Kenneth Stewart of Toronto, a distinguished Canadian educator, took up an appointment in London, England, as Director of the Commonwealth Education Liaison Unit (CELU) and Secretary of the Commonwealth Education Liaison Committee (CELC) for a three-year term. Dr. Stewart's extensive experience in the educational field, both in Canada and abroad, fits him particularly well for his new responsibilities in London.

Dr. Stewart, who holds degrees from Dalhousie University, Halifax, Toronto University and Oxford, was awarded an honorary degree in 1962 by the University of Alberta "in recognition of his services to Canadian education". A secondary-school teacher and principal in Nova Scotia before the Second World War, he served as an administrative officer in the war-time Royal Canadian Air Force. Dr. Stewart was National Director of the Canadian Legion Education Services in 1945-46. He became Executive Secretary of the Canadian Education Association (CEA) in June 1947 and Secretary of the Standing Committee of Provincial Ministers of Education on its establishment in 1960. Since 1958 he has given a graduate course in comparative education at the Ontario College of Education. Dr. Stewart attended the International Conference on Public Education at Geneva in 1950, and served as a member of the Canadian delegations to the UNESCO general conferences in Montevideo (1954) and New Delhi (1956). He was also a member of the Canadian delegation to the Commonwealth Education Conference in New Delhi in 1962. He is familiar with educational systems in various parts of the Commonwealth and in other countries, having visited schools and educational agencies in Australia, Britain, Ghana, India, New Zealand, Nigeria, Egypt, Thailand, Uruguay and the United States. As CELU Director, Dr. Stewart succeeded Dr. V. S. Jha of India, formerly Vice-Chancellor of Benares University, who had held the office since the establishment of the Unit in April 1960.

### **Commonwealth Education Liaison Unit**

The Liaison Unit was set up as a result of a recommendation of the First Commonwealth Education Conference, held at Oxford in July 1959. The Unit's function is to serve as a clearing-house and centre of reference to facilitate Commonwealth educational co-operation. It receives and disseminates information on programmes sponsored by Commonwealth countries. It is authorized to receive such requests for educational assistance as Commonwealth countries have found themselves unable to handle bilaterally, and to advise them where these requests can be met. For example, the Unit may give advice on the initiation of new educational facilities to meet regional needs. It also acts as an agency for the recruitment, on request, of the services of experts from any part of the Com-





*Dr. Freeman K. Stewart is greeted by his predecessor, Dr. V. S. Jha of India. Both were attending the May 30 meeting of the Commonwealth Education Liaison Committee at Marlborough House, London.*

Commonwealth on any aspect of education. In general, the Unit performs duties for the CELC, which is composed of representatives in London of all members of the Commonwealth. The Canadian representative is the High Commissioner for Canada. The Secretary of the Committee is also the Director of the Liaison Unit. The offices of the Unit, which has two Deputy Directors, one from Britain and one from Nigeria, are in Marlborough House.

### **Commonwealth Education Programme**

At the Second Commonwealth Education Conference, held in New Delhi in January 1962, substantial progress was reported in the programme of educational co-operation inaugurated at Oxford in 1959. The target of 1000 scholars studying in various Commonwealth countries under the Commonwealth Scholarship and Fellowship Plan is expected to be met in the 1963-64 academic year. Of this number, Britain has agreed to provide 500 awards and Canada 250, the remaining 250 being offered by other countries of the Commonwealth. At the end of 1962, there were approximately 220 Commonwealth students in Canada under this Plan, and about 80 Canadians were studying in other Commonwealth countries. In the field of teacher training, over 800 educational awards have been

offered since the Oxford Conference by various Commonwealth countries. At the end of 1962, some 120 Canadian teachers were serving under Canadian Government educational aid programmes in the developing countries of Southeast Asia, Africa, and the Caribbean area, most of them in Commonwealth countries.

### **Association of Universities of the British Commonwealth**

In addition to the activities undertaken by governments, the Association of Universities of the British Commonwealth (AUBC) makes a significant contribution to the cause of Commonwealth educational co-operation. As one of its functions, this Association, which includes almost all universities and university colleges in the Commonwealth, in concert with such national non-governmental organizations as the Canadian Universities Foundation, plays an important role in the academic administration and implementation of the Commonwealth Scholarship and Fellowship Plan. Its Council will meet in Canada in September 1964, immediately following the Third Commonwealth Education Conference.

### **Third Commonwealth Education Conference**

Looking to the future, those who attended the New Delhi conference considered that a periodic examination of educational co-operation in the Commonwealth would be of value. Accordingly, the invitation of the Canadian Government to convene a Third Commonwealth Education Conference in Canada was warmly received by all representatives at New Delhi. The Third Conference will be held in Ottawa within the period from August 20 to September 4, 1964.

Though the ultimate responsibility for the conduct of the Third Commonwealth Education Conference rests with the CELC in London, the Canadian Government will of necessity assume part of the organizational responsibility for it. For this purpose, the Government established, in January 1963, a Canadian Planning Committee, a body broadly representative of provincial departments of education, the university community and professional educational associations, and officials of the Federal Government. Generally speaking, the CELC will be responsible for originating action on substantive matters in relation to the Conference, including the preparation of the agenda, while the Canadian Planning Committee will be primarily responsible for administrative and local arrangements. The Canadian Planning Committee will also, however, act in an advisory capacity regarding substantive matters with respect to Canadian participation in the Conference itself.



## *Visit of Malayan Deputy Prime Minister*

**T**UN ABDUL RAZAK BIN HUSSEIN, AL HAJ, Deputy Prime Minister of Malaya, was the guest of the Canadian Government in Ottawa on April 29 and 30. He was accompanied by Mr. Dato Ong Yoke Lin, Malayan Ambassador to Washington, Mr. Ghafar bin Baba, Chief Minister of Malacca, Mr. Thong Yaw Hong, Under-Secretary in the Economic Planning Unit, and Mr. Aziz bin Hussein, his Personal Assistant.



*Tun Abdul Razak bin Hussein, al Haj, Deputy Prime Minister of Malaya, in conversation with Prime Minister Lester B. Pearson of Canada during Tun Razak's recent visit to Ottawa.*



Tun Razak was flown to Ottawa in a Department of Transport "Viscount", and had meetings during his visit with the Prime Minister, the Secretary of State for External Affairs, Mr. Paul Martin, the Minister of National Defence, Mr. Paul Hellyer, and the Minister of Defence Production, Mr. C. M. Drury, as well as with officials of the External Aid Office and the Department of External Affairs. He explained the background of the forthcoming Federation of Malaysia and outlined its political and economic implications.

Malaysia will comprise the 11 states of Malaya plus the British colonies of Singapore, North Borneo and Sarawak and the British-protected Sultanate of Brunei. The total population of the Federation will be some 10 million. Negotiations among the prospective states are nearing completion, and August 31 has been set as the date for the emergence of Malaysia, which is expected to be a strong anti-Communist bulwark in Southeast Asia.

Tun Razak received assurances of support for the new Federation from the Canadian Government. He also discussed current Canadian aid programmes to Malaya under the Colombo Plan and the possibility of obtaining training facilities and officers for the Malaysian armed forces.

## *Visit of Premier of Barbados*



*The Hon. Errol W. Barrow, Premier of Barbados, visited Ottawa informally on May 9 and 10 in the course of a private visit to Canada which included Montreal, Toronto and Ottawa. While no formal talks were scheduled, Mr. Barrow met the Secretary of State for External Affairs, Mr. Paul Martin, with whom he discussed developments in the Caribbean and Canada's relations with the countries of that area.*

## *UN Administration Leaves West Irian\**

ON MAY 1, 1963, at 12:30 p.m. local time, the United Nations flag was lowered in Hollandia, West New Guinea, and the administration of the territory was officially transferred to the Republic of Indonesia in accordance with Article 12 of the Agreement on West New Guinea signed on August 15, 1962, by the Netherlands and Indonesia. The territory thus became an Indonesian province, to be known as Irian Barat (West Irian). The name of the provincial capital was simultaneously changed from Hollandia to Kotabaru. At the brief ceremony there on May 1, the United Nations was represented by Dr. Djalal Abdoh, Administrator of the United Nations Temporary Executive Authority, who formally handed over control to Dr. Sudjarwo Tjondronegoro, Indonesian Chief Representative in the territory. Mr. C. V. Narasimhan, Under-Secretary of the UN, delivered a message from the Secretary-General, and Dr. Subandrio, Indonesian Deputy First Minister for Foreign Affairs, read a message from President Sukarno.

### **Security Force**

Under the terms of the Agreement of August 15, a United Nations Security Force was dispatched to West New Guinea as quickly as possible to ensure compliance with the cease-fire arrangements and then to act as a police force for the Temporary Executive Authority. United Nations responsibilities and operations in West New Guinea thus spanned eight months from the end of August 1962 to May 1, 1963. Among the first Security Force personnel to arrive were 13 officers and men of the Royal Canadian Air Force, with two "Otter" amphibian aircraft. The main body of the Security Force consisted of 1,496 men of the Pakistani army and navy. The Force Commander was Brigadier General Said-Uddin Khan of Pakistan. The United States supplied an air-force contingent and equipment, as well as transportation for the Force. At the transfer ceremony on May 1, tribute was paid to the effective and disciplined work of the Security Force in maintaining peace and stability, thus facilitating the smooth transfer of control to Indonesia. The Security Force departed immediately after the transfer, leaving Indonesian military and police authorities in full control. The Canadian contingent left Biak in the same way as they had arrived; the "Otter" aircraft were dismantled and the parts and personnel were ferried over the Pacific in two C-130 aircraft sent for that purpose. The return operation was completed by May 2. On May 3, U Thant addressed the following note to the Canadian Permanent Representative to the United Nations:

The Secretary-General of the United Nations. . . , upon the successful termination of the task entrusted to the United Nations Temporary Executive Authority in West Irian (West New Guinea), has the honour to express to the Government of Canada his deep

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\*See *External Affairs*, Vol. XIV, No. 10, October 1962, p. 296, "Settlement in West New Guinea".



appreciation for their prompt and timely assistance in the provision of aircraft and crew to provide support for the United Nations Security Force in West Irian (West New Guinea).

### Temporary Executive Authority

At the ceremony on May 1, Dr. Abdoh also paid tribute to the 78 international civil servants from 32 countries who formed the Temporary Executive Authority after it assumed administrative control of West New Guinea on October 1, 1962. He recalled some of the achievements of this international team in ensuring uninterrupted delivery of essential supplies, maintaining employment at a satisfactory level, continuing and initiating public-works projects such as schools, hospitals, government offices, wharfs, roads, airfields and water-supply systems, and training more Papuans for administrative and technical work. In another notable effort, the Temporary Executive Authority fought a cholera epidemic, and claimed to have completely eradicated the disease from the territory. Various Specialized Agencies of the United Nations provided valuable assist-



At Mokmere airport, Biak, West New Guinea, equipment and supplies for 116 Air Transport Unit (RCAF) are shown being unloaded from an RCAF "Hercules" transport aircraft during a stop on its Christmas re-supply tour, which also took it to Saigon. In the foreground is one of the two "Otter" aircraft operated for the United Nations Security Force in West New Guinea by 116 ATU. In September 1962, the "Otters" were taken apart and flown from Trenton, Ontario, to Biak in two "Hercules" transports. There they were re-assembled by the men of 116 ATU. In May 1963, the procedure was reversed, when the transports returned the "Otter" craft to Canada.

ance to the Authority in its role, unprecedented in UN history, as an international government.

In expressing appreciation for the co-operation of the Governments of the Netherlands and Indonesia, Dr. Abdoh referred to the rapid but orderly withdrawal of Dutch forces and officials and to the prompt action taken by Indonesia to replace them. The transition from Dutch to *de facto* Indonesian control was effected quickly and without serious dislocations under UNTEA direction, and by May 1 the Indonesians were fully prepared to assume *de jure* administrative control. (Under the August 15 Agreement, May 1 was set as the earliest possible date for transfer to Indonesia; it was owing to the co-operation of all concerned that only the minimum transitional period was necessary.) Most of the UNTEA officials prepared to leave immediately after May 1, but the United Nations announced that 16 would remain until the end of May to complete details of finance auditing and transfer of facilities.

The costs of both the UN Security Force and the UN Temporary Executive Authority are to be borne equally by Indonesia and the Netherlands, in accordance with the Agreement. The Secretary-General recently announced that a special United Nations development fund for West Irian would be established. All member nations have been invited to contribute to this fund, which is not provided for in the Agreement.

### **The UN and Self-Determination**

Though Canada's direct involvement in West Irian is now ended, the United Nations retains a role and Canada, with the other nations of the world, will therefore continue to have an indirect interest. The basis of this continuing UN role was established in September 1962, when the General Assembly, by a vote of 89 to 0, with 14 abstentions, took note of the August 15 Agreement and authorized the Secretary-General to undertake the responsibilities assigned to him by that Agreement. It has been generally understood that this action by the Assembly made the United Nations a third party to the Agreement. As such, the organization bears some responsibility for seeing that the Agreement is carried out or that any amendments secure the approval of all parties.

The principal remaining responsibility of the United Nations under the Agreement\* relates to the "act of self-determination" by the Papuans, which is to be completed "before the end of 1969". The Agreement states that "any aspects relating to the act of free choice will be governed by the terms of this Agreement". Provision is made for the continued presence of a number of United Nations experts, responsible to the Secretary-General, whose task will be "advising on and assisting in preparations for carrying out the provisions for self-determination."

At least one year before the date set, Indonesia is to ask the Secretary-General to appoint a special representative and staff, who, assisted by the ex-

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\*The complete text of the Agreement may be found in United Nations Document S/5169 of September 21, 1962.

perts mentioned above, will "carry out the Secretary-General's responsibilities to advise, assist and participate in arrangements which are the responsibility of Indonesia for the act of free choice". The UN representative is to report to the Secretary-General on the actual arrangements made and, after the act is completed, is, with Indonesia, to submit a final report on the conduct and results of the act. The parties to the Agreement undertook to "recognize and abide by the results of the act of self-determination".

In concluding his message on the occasion of the transfer ceremony on May 1, U Thant, Secretary-General of the United Nations, said:

I want to convey to the people of the territory my sincere good wishes for their future prosperity and happiness. I am confident that the Republic of Indonesia will scrupulously observe the terms of the Agreement concluded on August 15, 1962, and will ensure the exercise by the population of the territory of their right to express their wishes as to their future. The United Nations stands ready to give the Government of Indonesia all assistance in the implementation of this and the remaining parts of the agreement.



# *Consular Status, Immunities and Privileges*

VIENNA CONFERENCE, 1963

A CONFERENCE on Consular Relations was held under the auspices of the United Nations from March 4 to April 20 in the Neue Hofberg, Vienna, the most recently built section (1881-1913) of the former Imperial Palace. It was attended by ambassadors, professors of international law, and foreign ministry officials from more than 80 countries, including Canada, and a number of observers from the Council of Europe, the Food and Agriculture Organization, the International Atomic Energy Agency and the International Labour Organization. The Conference was convened as a sequel to the Conference on Diplomatic Relations held in Vienna in March 1961.

The four-member Canadian delegation was composed of: Mr. Gilles Sicotte, Head of the Legal Division, Department of External Affairs, delegate; Messrs Ernest H. Smith, Department of Finance, and Edward G. Lee, Department of External Affairs, advisers; and Mr. David Peel of the Canadian Embassy in



*The Canadian delegation to the Vienna Conference on Consular Relations (left to right): Mr. Gilles Sicotte, Head of the Legal Division, Department of External Affairs; Mr. Edward G. Lee, Protocol Division, Department of External Affairs; Mr. Ernest H. Smith, Taxation Division, Department of Finance; Mr. David Peel, Second Secretary, Canadian Embassy, Ankara.*

Ankara, secretary. Mr. Sicotte served as a Vice-President of the Conference and Chairman of the Credentials Committee.

### **Previous Codification of Consular Law**

The first codifications of the rules of international law on consular matters were owing to private effort as a result of a gradual expansion of consular relations culminating in the extraordinary increase in the number of consulates during the nineteenth century. At the beginning of the twentieth century, official efforts at codification were undertaken, at first on a regional basis. In 1928, the Sixth International Conference of American States drew up the Havana Convention regarding Consular Agents, which contained 25 articles regulating the appointment, functions and rights of consuls. The same year, the Assembly of the League of Nations took note of the decision of the League's Committee of Experts for the Progressive Codification of International Law to study the legal position and functions of consuls, though the League did not pursue this project further. In 1929, a draft multilateral consular convention containing 24 articles was included in a report on the codification of consular law to the Thirty-fifth Conference of the International Law Association. In 1932, a detailed draft codification of 34 articles concerning the legal position and functions of consular officers was prepared by the Harvard Law School. More recently, since 1960, a Committee of Experts of the Council of Europe has been preparing a comprehensive codification of the law relating to the functions, status, privileges and immunities of consular posts and officials.

### **Drafting a Treaty**

The Conference of Plenipotentiaries, which ended in Vienna on April 24, dealt with the subject of consular status, privileges and immunities in a comprehensive and general manner. The task assigned to it by the General Assembly of the United Nations was that of adapting the customary law and practice that had grown up concerning consular intercourse and immunities to the needs of the present day and formulating it in a treaty. A set of 71 draft articles on the subject prepared from 1955 to 1961 by the International Law Commission (a body of 25 international jurists appointed in their individual capacities for a period of five years by the General Assembly of the United Nations for the purpose of promoting the progressive development of international law and its codification) formed the basis for the discussions at Vienna.

The Convention on Consular Relations, which is the result of these discussions, covers a broad variety of matters, such as those relating to the functions of consular officers, inviolability of consular premises and archives, facilitation of the work of consular posts, freedom of movement and communication, precedence of consular officers, and the personal privileges and immunities of consular officers, members of their families, and members of the technical, administrative and domestic staff of consular offices.



The section that deals with consular relations in general contains rules concerning, *inter alia*, the various classes of consular officers, their precedence and mode of recognition, the conduct of consular functions, the appointment of the staffs of consular posts and their size, notification of arrival and departure, the procedure for effecting dual consular representation and declaring consular agents unacceptable, the rules governing the status and activities of honorary consular officials, and the rules relating to the performance of diplomatic acts by consular officers and the performance of consular functions by diplomatic officers.

### **Facilitating the Performance of Duties**

Under the Convention, all members of consular posts are guaranteed freedom of movement and travel in the receiving state, subject to any laws or regulations relating to national security. Consular posts may also use consular couriers, consular bags and messages in code or cipher in communicating with the government, diplomatic missions and other consular posts of the sending state.

Consular officers are given the right to communicate freely with, and have access to, nationals of the sending state who are in the receiving state, including those nationals who may be in prison, custody or detention, unless the national expressly opposes such action. The police and prison authorities of the receiving state are required to inform any arrested or imprisoned person who may be a foreigner that, if he wishes, they will inform the consular post of his country of nationality of his situation. If the national so requests, the consular officer must be informed without delay.

If the information is available to them, the authorities of the receiving state are obliged to inform the appropriate consular post in the event of the death of a national of the particular sending state or in any case where the appointment of a guardian or trustee appears to be in the interests of a minor or other person lacking full capacity who is a national of the sending state. If a vessel or aircraft having a foreign nationality or registry has an accident in the territory of the receiving state, the authorities of that state have a duty immediately to inform the relevant foreign consular post nearest the scene of the occurrence.

### **Consular Inviolability**

One of the most important provisions of the Convention deals with the inviolability of the consular premises and archives. After protracted and detailed discussions, it was agreed that agents of a receiving state might not enter that part of the consular premises used exclusively for the purpose of the work of the consular post, except with the consent of the head of the consular post or of the head of the diplomatic mission of the sending state. The consent of the head of the consular post might, however, be assumed in case of fire or other disaster requiring prompt protective action. The archives and documents of a consular post are inviolable at any time and wherever they may be.

The person of a career consular officer is inviolable and he is not liable to arrest or detention pending trial, except in the case of a grave crime and pursuant



to a decision by the competent judicial authority. However, unlike a diplomatic agent's private residence, a consular officer's private residence does not enjoy the same inviolability and protection as the premises of the consular post.

Immunity from the jurisdiction of the judicial or administrative authorities of the country where a career or honorary consular officer or employee is stationed is provided for in respect of acts performed in the exercise of consular functions. However, specifically exempted from this immunity are court actions for damages arising from any automobile accident occurring in the receiving state or civil actions arising out of a contract concluded by a consular officer or employee in which he did not contract expressly or impliedly as an agent of the sending state. Both career and honorary consular officers may be called upon to attend as witnesses in the course of judicial or administrative proceedings. If, however, a career consular officer declines to do so, no coercive measure may be applied to him, and in no case is there any obligation to give evidence concerning matters connected with the exercise of the functions of such officers or to produce official correspondence and documents relating thereto.

A unique article in the Convention, reflecting more recently evolved practice, provides that all members of consular posts must comply with any obligation imposed by the laws and regulations of the receiving state in respect of compulsory insurance against third-party risks arising from any vehicle, vessel or aircraft accident.

### **Taxation and Customs Exemptions**

The Convention contains important articles concerning the exemption of consular posts and their personnel from taxes and customs dues of the receiving state. The premises of both career and honorary consular posts and the official residence of the head of a career consular post of which the sending state is the owner or lessee are exempt from all national, regional or municipal dues and taxes, except those that represent payment for specific services rendered. All consular fees and charges levied by either career or honorary consular posts are exempt from taxation.

Career consular officers and employees and members of their families forming part of their households are personally exempt from all dues and taxes except, among other things, indirect taxes of a kind which are normally incorporated in the price of goods and services, charges levied for specific services rendered, and dues and taxes on private immovable property situated in the territory of the receiving state, or private income including capital gains having its source in the receiving state. On the other hand, honorary consular officers are only exempt from dues and taxes on the remuneration which they receive in respect of the exercise of their consular functions.

Exemption from customs dues is accorded to the entry of all articles for the official use of career consular posts and for the personal use of career consular officers and their families. Consular employees are granted customs exemption

only in respect of articles imported at the time the employee first arrives at his post. The personal baggage accompanying consular officers and members of their families is also exempt from inspection, unless there are serious reasons to believe it contains articles which are prohibited entry or export by the laws and regulations of the receiving state. Honorary consular posts are allowed customs-free entry of articles specifically enumerated for the official use of the post, such as seals and stamps, official printing matter and office equipment and furniture.

Special provisions relating to the death of a member of a consular post, or a member of his family, accord an exemption from all national, regional or municipal estate, succession or inheritance duties on movable property, the presence of which in the receiving state was owing solely to the presence of the deceased as a member of the consular post or as a member of his family.

### **Conclusion**

The 78-article Convention on Consular Relations was signed by 32 countries on April 24 in Vienna. The same historic table was used on which the documents were signed in 1815 at the conclusion of the Congress of Vienna, and the writing instruments of the last Emperor Charles of Austria served as decoration. The Convention will remain open for signature until March 31, 1964, and will require 22 ratifications before it can come into force. The Conference also prepared Optional Protocols on the Acquisition of Nationality and the Compulsory Settlement of Disputes.

The Convention, which is the final product of years of concentrated efforts by the United Nations on the subject of the regulation of consular relations and activities, constitutes a considerable advance from the point of view of international law. It will, if acceded to, remove many of the uncertainties of present-day practice in the field of consular relations and provide a body of rules that will considerably facilitate the conduct between parties to the Convention. Along with the 1961 Vienna Convention on Diplomatic Relations, it enhances further the authority of the rule of law in the everyday conduct of international relations.

# *External Affairs in Parliament*

## **Speech from the Throne**

*The passages of the Throne Speech opening the first session of the Twenty-sixth Parliament that dealt with Canada's international relations were as follows:*

. . . The principles of Canadian external policy are those of the United Nations Charter, to maintain peace with justice and respect for human rights and fundamental freedoms; and to promote the welfare of all peoples by international co-operation. My Ministers will seek solutions to international problems by diplomacy and negotiation. In particular, my Ministers will strive to lessen international tensions and halt the arms race by seeking measures of controlled disarmament, including a treaty to end nuclear tests under reasonable safeguards.

Meantime, my Ministers believe that there is no alternative to the maintenance of the defences of the free nations as a deterrent to war. In particular, a strong North Atlantic Treaty Organization, including adequate defence on the North American continent, remains essential to Canada's security. For this purpose, the armed forces of Canada should have available the modern weapons necessary to perform effectively the defensive tasks which Canada has undertaken in the Alliance. Next week, we will take pleasure in welcoming to Ottawa the Ministerial Council of the North Atlantic Treaty Organization. My Government is convinced that on the foundation of the present Alliance a true community of the Atlantic peoples will one day be achieved.

In recent weeks the Prime Minister has had friendly and constructive discussions with the Prime Minister of the United Kingdom and with the President of the United States of America. By such visits and other means the Government will continue to improve political and economic relationships with other countries. It is my Ministers' intention to assist in enhancing the unique value of the Commonwealth partnership in international relations.

Canada's economic progress is vitally dependent on vigorous economic expansion throughout the world. We must expect continuing rapid changes in international trading relationships, changes that face Canada both with problems of adjustment and with new opportunities. My Ministers believe that the nations can best achieve economic progress through policies that steadily reduce the barriers limiting trade. It is equally important to pursue active policies for the economic development of the newer nations, for the expansion of trade in primary commodities at reasonably stable prices, and for the improvement of international payments.

Canada will take a constructive part in trade and other economic negotiations. In order to increase employment and production in Canada, it is the purpose of my Ministers to expand Canada's export trade, to strengthen our payments balance with other countries, and to ensure increasingly high confidence in our economy and currency. . . .



## Proposal for Non-Nuclear Mediterranean

*On May 22, in reply to a question concerning Canada's attitude to a Soviet proposal "that the Mediterranean area be declared a zone free of nuclear weapons", Prime Minister Pearson said:*

This is a very important proposal indeed, if it turns out to be in the terms which have been made public. It will undoubtedly have to receive careful consideration not only by this Government but by all the other members of NATO. In that consideration it will have to be related to the earlier proposals for disengagement in other areas. . . . It will also be interesting to find out whether the Mediterranean area to which the Soviet proposal refers includes, for instance, the Black Sea. Until all these matters are considered, and until the question has been discussed with our friends in NATO, perhaps at the current meeting, it would be premature for me to make a statement.

## UN Financial Problems

*Asked on May 24 to "inform the House what Canada will suggest or what she is prepared to do to meet the critical financial problems of the United Nations now that the Soviet Union has again informed the United Nations that she does not intend to pay or assist in paying any of the \$200 million loan or any share of the many obligations of the United Nations", Mr. Pearson replied:*

It is, of course, most regrettable that the Soviet Union or any other member of the United Nations refuses to accept and live up to its financial obligations in respect of the United Nations. Notwithstanding that, the Canadian Government, as in the past, will play its full part financially and otherwise to ensure that the work of the United Nations can go on. Proposals have been made by the Canadian Delegation at the recent Assembly meeting dealing with these financial matters. . . . The Secretary of State for External Affairs, who will be speaking in the debate on Monday, will have something to say on this matter in greater detail.

## Arms for India

*In reply to an inquiry on May 24 as to whether the Government of India had requested conventional arms from Canada and, if so, what response the Government had made, Mr. Pearson said:*

. . . It is true that a few days ago the Minister of Defence of the Government of India was in Ottawa with other Indian officials and did ask the Government to look into the question of military assistance to the Government of India in defence of its frontiers against the threat of invasion from Communist China.

This matter is now under consideration, and I hope my colleague the Minister of National Defence at the appropriate time will be able to report to the House on it. The request, incidentally, was not made in detail; it was merely that the Government should give sympathetic consideration to any possibility it might be able to discover of helping India in this regard.

### **Proposal for UN Observers in Yemen**

*In reply to an inquiry on May 29 as to whether Canada would be prepared to contribute to the observer mission that the United Nations Secretary-General had suggested be sent to the Yemen, the Secretary of State for External Affairs, Mr. Martin, said:*

. . . I had an opportunity of discussing this matter with the Secretary-General yesterday afternoon. . . . The Canadian Government will give the most serious consideration to any request which may be received from the Secretary-General in connection with the establishment of a United Nations observer mission in the Yemen.

I understand that in the report which the Secretary-General made to the Security Council he envisages the possibility of drawing upon personnel already serving in the area under the United Nations Truce and Supervisory Organization and the United Nations Emergency Force. . . . Canada is one of the major participants in both these United Nations peace-keeping operations.

The report which the Secretary-General has made to the Security Council was based on reports that were made to him by the distinguished Swedish soldier General Von Horn, former head of the United Nations Truce and Supervisory Organization, who made an examination of this problem in the Yemen, and I am happy to say that he was assisted in the examination he made by Major Sharpe, a Canadian officer serving in the United Nations Truce Supervisory Organization.

### **Suggested East-West Pact**

*Asked on May 29 to comment on "the idea of a non-aggression pact between the NATO and Warsaw Pact countries suggested by Mr. Paul Henri Spaak, former Secretary-General of NATO", Mr. Martin replied:*

. . . It should be understood that all Western countries, and indeed all members of the United Nations, are solemnly sworn to prevent aggression and to develop friendly relations amongst nations. This Government considers that it could be useful in appropriate circumstances to give additional recognition to this fact in the form of a non-aggression pact such as that referred to. . . . At the same time, we believe this question is closely linked to difficult political problems in Europe, and between East and West generally, and that it should not be considered in isolation from them. This is a subject on which we are in consultation with our allies. . . . All possibilities for reducing international tension by this or other means are under continuous review.

## APPOINTMENTS AND TRANSFERS IN THE CANADIAN DIPLOMATIC SERVICE

- Mr. O. A. Chistoff posted from the Delegation of Canada to the International Supervisory Commission, Indochina, to the Canadian Embassy, Stockholm. Left Saigon March 23, 1963.
- Mr. G. L. Hearn posted from the Office of the High Commissioner for Canada, Accra, to Ottawa. Left Accra April 14, 1963.
- Mr. W. S. Delworth posted from the Canadian Embassy, Stockholm, to the Delegation of Canada to the International Supervisory Commission, Indochina. Left Stockholm April 17, 1963.
- Mr. D. A. Anderson posted from Ottawa to the Delegation of Canada to the International Supervisory Commission, Indochina. Left Ottawa April 19, 1963.
- Mr. P. D. Lee posted from Ottawa to the Disarmament Committee, Geneva. Left Ottawa April 26, 1963.
- Mr. J. F. Hilliker posted from the Canadian Embassy, Djakarta, to Ottawa. Left Djakarta May 2, 1963.
- Mr. G. P. Creighton posted from Ottawa to the Canadian Embassy, Santo Domingo. Left Ottawa May 11, 1963.
- Mr. J. N. Whittaker posted from the Canadian Embassy, Madrid, to Ottawa. Left Madrid May 14, 1963.
- Mr. C. St. J. Anstis posted from Ottawa to the Canadian Embassy, Leopoldville. Left Ottawa May 17, 1963.
- Miss M. R. Fraser posted from Ottawa to the Canadian Embassy, Kuala Lumpur. Left Ottawa May 17, 1963.
- Mr. G. Mathieu posted from Ottawa to the Office of the High Commissioner for Canada, Accra. Left Ottawa May 17, 1963.
- Mr. H. G. Hampson posted from the Office of the High Commissioner for Canada, Karachi to Ottawa. Left Karachi May 17, 1963.
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## TREATY INFORMATION

### Current Action

#### Bilateral

##### India

Financial Agreement between the Government of Canada and the Government of India  
Ottawa, May 14, 1963.

Entered into force May 14, 1963.



# EXTERNAL AFFAIRS

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## Contents

July 1963

The Minister's Address to the CHIA .....	254
General Agreement on Tariffs and Trade .....	261
United Nations Social Commission .....	264
Economic Commission for Latin America .....	266
The Addis Ababa Conference .....	268
External Affairs in Parliament	
Law of the Sea .....	273
Yemen Observer Mission .....	274
A Nuclear-Free Mediterranean .....	274
Nuclear Testing .....	275
Situation in Laos .....	276
Financing UN Peace-Keeping Operations .....	277
Appointments and Transfers in the Canadian Diplomatic Service .....	279
Treaty Information .....	280

# *The Minister's Address to the CIIA*

*The following is the text of a speech by the Secretary of State for External Affairs, the Honourable Paul Martin, P.C., M.P., to the annual dinner meeting of the Canadian Institute of International Affairs in Quebec City on June 8, 1963:*

I AM HAPPY to be in Quebec City to speak to the thirtieth annual dinner meeting of the CIIA. For me this is a time of some nostalgia, for I have been a member of the Institute from its beginning and the association has been one of the most valuable of my activities. The "International Journal", the "Behind the Headlines" pamphlets and the scholarly works on Canada in world affairs are all important aspects of the fine contribution which the Institute has made to the study of Canadian foreign policy.

We are very fortunate in the Institute to have John Holmes as President. For many years, with the Department of External Affairs at the United Nations and as an Assistant Under-Secretary of State for External Affairs and, more recently, with his writings on international affairs, John Holmes has made and continues to make a truly significant and highly valuable contribution to Canada. Under his fine leadership I am certain the Institute is going to play an even more vital role in Canadian foreign policy in the future. As one indication of this I am particularly pleased to see you developing in the Province of Quebec.

On m'a questionné plusieurs fois ces derniers temps au sujet de l'orientation nouvelle de notre politique étrangère. Bien que ce soit sans doute, une question fort justifiée, il n'est évidemment pas facile d'y répondre, surtout durant les semaines très chargées qui font suite à l'entrée en fonction d'un nouveau gouvernement.

Avant d'adopter une politique et des objectifs, il faut d'abord beaucoup d'étude et de détermination, car la politique étrangère d'un pays doit refléter son caractère profond. Ces dernières années, plusieurs ont eu l'impression que le Canada ne trouvait plus sa voie ni sa destinée propre et manquait peut-être de confiance en l'avenir.

Nous sommes résolus de retrouver cette voie, d'éclairer cette destinée, de rétablir cette confiance. Les voyages du premier ministre, M. Pearson, à Londres et Hyannis Port ont été le premier signe de cette détermination. Des indices précis nous permettent de constater déjà que les Canadiens commencent à reprendre confiance au Canada et à son avenir. Nous devons dès maintenant faire résolument face aux problèmes qui nous affrontent, tant au Canada qu'à l'étranger.

This evening I would like to do two things. First, I want to discuss with you some of the new economic dimensions in Canadian foreign policy. Secondly, I want to show how the very character of the Canadian nation influences our policies and provides us with important diplomatic assets.

Perhaps the most striking development in international affairs in recent years has been the increased awareness and importance of a nation's foreign economic policy. In a world where the great issues of peace and war are coming to have increasingly significant economic aspects, a world in which the importance of international trade to the domestic economies of virtually all countries is of increasing importance, and a world which is witnessing the great ascent of the developing countries, foreign economic policy becomes a crucial element in a nation's overall foreign policy.

International trade and economic relations are undergoing great changes today. For Canada, today's world may be tougher and more competitive than the one we lived in during the early 1950's. However, it holds great promise and great opportunities. The rewards and influences are there to be achieved provided our foreign economic policies are designed with a full understanding of these changes.

Underlying the changes in international economic relations are the striking advances in science and technology that characterize our age. Canada has successfully entered the fields of electronics, of satellite communications and of the peaceful uses of nuclear energy. Cobalt-therapy equipment, designed in Canada, is now found in many areas of the world. We supplied a research reactor to India. We have designed and constructed natural-uranium powered reactors. The Government intends to participate fully in programmes of satellite communications. We are proud of the fact that, in addition to the United States and the U.S.S.R., Canada is the only other country to have designed and built a satellite in orbit. I refer to our advanced research satellite, launched in co-operation with the United States, appropriately named "Alouette".

I cannot emphasize too strongly the importance of these developments. They have opened up vast new opportunities for Canada. But we forget at our peril that we live in a world in which man has learned to communicate with another man orbiting the earth but not with a man separated by only a few feet of dark stone wall in the city of Berlin. In history, our age will surely be judged on the choice we make regarding the use of our scientific achievements — whether we use them for constructive or destructive purposes, whether we use them for swords or for ploughshares. We are determined to make the right choice.

Let me now turn to some of the economic factors influencing Canadian foreign policy. Trade and economic patterns all over the world are being profoundly affected by the new regional economic groups — especially in Europe, but also in Latin America and in Africa.

Canada has always placed traditional emphasis on trade and economic relations with Britain, the Commonwealth and the United States, and we shall continue to give these trading relations all the attention and care which they warrant.

But Canada cannot remain indifferent to the emergence of the new economic giant in Europe. With its remarkable rate of economic development, the ECM is of great significance to Canada both as an expanding market and because of the



new economic and political techniques that are being pioneered there. The ECM will have a major voice in the development of world-wide trade policies and, as the recent discussions at the GATT ministerial meeting showed, The Six can speak with a determined mind of their own when they wish.

The Canadian Government is sympathetic with the political and historical trends which have brought The Six together. Now that Europe and the United States are faced with the historic promise of working together and co-operating to further the prosperity and development of both the free world and the developing world, we are determined to play our part in this great endeavour.

One of the crucial international issues today is whether the advanced countries of the Western world are prepared to reduce trade barriers and to work for the expansion of world trade.

At the recent meetings in Geneva, the GATT nations had before them proposals for a more comprehensive approach to negotiations on tariffs, the difficult matter of world agricultural trade, which in so many countries is subject to restrictive arrangements, and the whole question of opening new and better trading opportunities for the less-developed countries.

The ministerial meeting, which was the fifth since 1947, marked the opening of new efforts to deal with all these trade problems in the GATT. A definite time-table for the tariff negotiations was established and broad agreement reached on the general principles and procedures to be followed. The position of countries such as Canada, with a limited range of exports and a great variety of imports, was recognized. It was also decided that agricultural trade would be fully included in the negotiations. In total, the results of the meeting constitute a significant achievement.

A vital aspect of international economic policy is the need to stimulate the economic growth and prosperity of developing countries of half the globe. Although these countries must, of course, carry the main burden of responsibility for their own economic well-being, it has been recognized for some time that the advanced industrialized countries have great responsibility for assisting these countries through the difficult phase before their economies become self-sustaining.

In the last decade a great deal has already been accomplished. Many lessons have been learned and much hard experience has been gained. Even though the problems involved are steadily increasing in scope and are becoming more complex and more urgent, I think that we in the Western world are better equipped now, after over a decade of experience, to play our part in what has come to be known as "the great ascent".

While the importance of strict financial assistance to the developing countries has in no way diminished, there is, I believe, a new awareness of the trade problems of these countries. For the past several years the GATT Contracting Parties through their Committee III, have been making a special study of ways to expand the export opportunities of these developing countries. At the GATT ministerial meeting, to which I have already referred, these problems were given a great deal

of attention. It was agreed that, in forthcoming tariff negotiations, the less-developed countries should not be expected to pay fully for trade and tariff benefits they have received.

Meanwhile, in the United Nations, an initiative was launched by the Economic and Social Council last summer for a special World Trade and Development Conference, which is to be concerned mainly with the trade and economic problems of developing countries. Canada is a member of the 30-member Preparatory Committee which is now meeting for the second time in Geneva to make plans for this conference, which will probably take place early next year.

Here, then, is an area of great concern to the people of Canada. As an advanced country with a high standard of living, we must play our full share bilaterally and through our membership in international organizations to hasten the economic progress of the less-developed countries. This is not a task of charity. It is a responsibility which rests upon the recognition that faster economic progress and greater political stability in the less-developed world is vital to world peace.

The Government recognizes the importance of this responsibility and the energies of several other departments, in addition to my own, are being brought to bear on the problems of the developing countries.

The encouragement and the support of the Canadian people for these efforts are absolutely vital. The Institute has assisted in the creation of this public support and understanding. I hope that you will do even more in the future. I hope that the Government can do much more to explain the nature and the extent of our obligations and responsibilities to the developing countries to the people of Canada.

J'ai tenté de décrire les nouvelles dimensions économiques de la politique internationale et d'évoquer quelques-uns des effets qui s'ensuivront pour la politique étrangère du Canada. C'est au sein de la Communauté atlantique que se manifestent, sans aucun doute, la plupart de ces transformations.

Les bénéfices qui peuvent résulter d'une coopération économique étroite entre les pays de l'Atlantique doivent cependant profiter au reste du monde, et tout particulièrement aux pays en voie de développement. C'est là un des principaux objectifs de l'Organisation pour la coopération et le développement économiques, — objectif qui ne peut être atteint que si les pays de la Communauté atlantique coopèrent le plus étroitement possible. Je crois que le Canada peut jouer un rôle à cette fin.

A l'occasion de la récente réunion ministérielle du Conseil de l'OTAN, j'ai eu le plaisir de rencontrer les ministres des Affaires étrangères des quatorze autres pays membres de notre Communauté atlantique.

Comme je le déclarais à la Chambre des communes, le 28 mai:

Tout au cours des entretiens privés que j'ai eus avec nos distingués visiteurs, s'est manifestée une prise de conscience profonde de ce que le succès de l'Alliance dépend en dernière analyse de notre capacité d'atteindre à une association réelle des peuples de l'Europe occidentale et de l'Amérique du Nord. Cette association dépendait surtout naguère de l'entente

anglo-américaine, à laquelle il est arrivé au Canada de contribuer à l'occasion. L'intimité qui règne entre Washington et Londres en est l'encourageant résultat.

Aujourd'hui que l'Europe s'est complètement relevée des ruines de la guerre, la Communauté atlantique doit reposer sur des bases plus larges.

Le Canada, en sa qualité de pays nord-américain, doté d'un précieux héritage et de deux cultures reçues de deux mères-patries, peut encore avoir l'occasion d'être utile en exerçant une influence discrète en vue d'une entente atlantique encore plus parfaite.

Le caractère bilingue et biculturel du Canada peut accroître et rendre plus utile son rôle international, en même temps qu'il lui est une source d'enrichissement et un gage de son identité en tant qu'État distinct. Parce qu'il participe historiquement et culturellement à des civilisations britannique et anglo-saxonnes aussi bien qu'à des civilisations française et latines, tout en étant voisin des États-Unis et membre du Commonwealth, le Canada est admirablement doté pour contribuer au rapprochement entre les nations de la Communauté atlantique.

Une fédération canadienne unie dans sa riche diversité pourrait peut-être servir d'exemple ou d'encouragement aux jeunes États comme aux nations chevronnées qui songent à se fédérer. J'ose croire qu'il ne s'agit pas là d'un rêve mais d'un objectif que nous pouvons réaliser si nous le voulons vraiment.

Mais la tâche ne sera pas facile. Seuls la compréhension, le respect et la tolérance mutuels nous permettront de l'accomplir. Cela exigera travail et sacrifices.

I emphasize to you that Canadian foreign policy should reflect the history and traditions of the various groups within Canada. Mr. Louis St. Laurent stated this well in a lecture which he delivered in 1947 on the foundations of Canadian policy in world affairs:

The first general principle on which we agree is that our external policies should not destroy our unity.

In that same lecture, Mr. St. Laurent discussed our historic ties with France:

With France also our relations rest upon principles that have emerged clearly from our history. We have never forgotten that France is one of the fountainheads of our cultural life. We realize that she forms an integral part of the framework of our international life. We have so much in common that, despite the differences between the French political system and our own, we cannot doubt for a moment that our objects in world affairs are similar. We in this country have always believed in the greatness of France.

Au cours d'entretiens que j'eus le mois dernier avec le ministre des Affaires étrangères de France, M. Couve de Murville, j'ai souligné l'importance accrue que nous aimerions donner à nos relations avec la France, et ce dans tous les domaines. Sans être nécessairement d'accord en tous points avec certains aspects de sa politique étrangère, nous admirons tous la façon prodigieuse dont la France s'est redressée depuis une guerre dévastatrice, l'essor remarquable de son économie et son dynamisme industriel, soutenus par la vigueur de ses recherches scientifiques et de ses progrès techniques.

Cette renaissance économique et la politique énergique poursuivie par le président de Gaulle vont d'ailleurs de pair avec une activité soutenue dans les domaines des arts et des lettres, de la culture et de la pensée sous toutes ses formes. Ce respect dont témoigne l'Europe occidentale pour les valeurs de l'es-



prit et son apport culturel demeurent les facteurs d'enrichissement essentiels pour notre civilisation.

It is of profound value to Canada that nearly one third of our own population embodies in a more and more dynamic way many aspects of the French culture in our North American environment.

I could mention an imposing number of international associations that draw representatives of the French-speaking nations together, be they journalists, lawyers, physicians or scientists. It was university men from Quebec who originated and founded two years ago the Association of French-speaking Universities. These associations contribute to making Canada better known, not only in Europe but also in Africa, from the Mediterranean to Madagascar. A growing number of French-speaking students, especially from Africa, are attending universities in Quebec. In addition, our French-Canadian colleges and universities have been attracting students from Latin America for a long time, because their curricula are based on common humanistic and spiritual values as adapted to the modern world. French Canada alone, I believe, can offer such a living synthesis of the Latin and the North American spirit.

The Government of Quebec is co-operating with the Federal Government in organizing a technical-assistance programme for French-speaking African states and with the provision of French-speaking teachers for these states. This is an aspect of our foreign policy in which the French-Canadian contribution is of extreme value.

Les Canadiens français ont avec l'Amérique latine de nombreuses affinités d'ordre culturel, social et religieux. Les missionnaires du Québec et du Canada français ont été les premiers représentants de notre pays en Amérique latine, bien avant que nous puissions y ouvrir des ambassades. Tout en accomplissant un travail que nous ne saurons jamais trop admirer, ils y font encore aujourd'hui aimer le Canada. Il y a présentement en Amérique latine environ 1,300 missionnaires catholiques du Canada français, s'occupant d'enseignement, d'œuvres sociales et d'hôpitaux ou de cliniques, tout en poursuivant leur œuvre pastorale. Trois des évêques d'Amérique latine sont canadiens-français.

Il y a de plus en Amérique latine un grand nombre de missionnaires protestants. L'excellente réputation dont jouit notre pays tout entier en Amérique latine, nous en sommes redevables en grande partie à tous ces missionnaires, et je veux aujourd'hui leur rendre tout particulièrement hommage.

Enfin, il faut souligner l'apport indispensable de nos diplomates canadiens-français à la diplomatie canadienne. Je songe à mon distingué prédécesseur et premier ministre, M. Louis St-Laurent, et à notre ancien ambassadeur en France, Son Excellence le général Georges Vanier; je songe aussi à notre sous-ministre adjoint, M. Marcel Cadieux, à nos ambassadeurs successifs à Paris ou à Rome ou maintenant aux Nations Unies, et à tous nos chefs de mission à l'étranger qui sont de langue française.

I am thinking as well of all our foreign service officers, who have elected to

play an active and direct role in the conduct of Canadian foreign policy and whose contribution is not only helpful and always greatly appreciated but is absolutely essential. Their personal culture, their traditions, their understanding of both the European and American minds are an invaluable asset, while some of their other qualities, such as their flexibility, are essentially qualities of diplomacy itself.

Je crois avoir amplement démontré à quel point notre diplomatie et notre prestige international bénéficient du caractère biculturel du Canada. Ce soir, à Québec, je voudrais inviter les étudiants canadiens-français qualifiés à entrer en plus grand nombre dans notre Service extérieur afin d'enrichir le caractère même du Canada et de nous aider à jouer pleinement notre rôle au sein de la diplomatie internationale.

Je sais qu'un certain nombre de candidats qualifiés hésitent à se joindre à nous à Ottawa parce que l'administration fédérale n'a pas toujours su reconnaître en pratique le caractère biculturel qui doit être le sien pour le plus grand enrichissement du pays.

Je vous assure qu'en dépit de l'enchaînement des problèmes nous entendons remédier à cette situation.

Let me summarize what I have said this evening:

1. It is vital that Canadian foreign policy include the co-ordination and integration of all aspects of external policy, especially in the fields of trade and defence.
2. Canadian foreign economic policy, while designed to provide maximum benefits for all sections of Canada, has high among its objectives the lowering of international trade barriers and the stimulation of the economic growth of the developing countries.
3. The benefits which can be achieved from greater economic co-operation amongst the nations of the Atlantic area must radiate out into the countries of the developing world.
4. Canada is uniquely fitted to play a useful part in promoting understanding and co-operation between Europe and North America.
5. The bicultural character of Canada is an important factor in the shaping of our foreign policy and is an immense asset in our diplomacy. I appeal to qualified bilingual Canadians to join our foreign service so that we may enhance our country's international stature and ensure that the heritage of Canada is fully reflected in our foreign policy.

We are living in a revolutionary age, where our system of government and our basic values and ideals are being challenged both from without and sometimes even from within. I am convinced that, with good leadership and by remaining true to the great heritage of our country, Canada has a vital part to play in the age-old pursuit of mankind, a pursuit all the more hazardous today — the search for a world where men and women everywhere can live in peace and security.

# *General Agreement on Tariffs and Trade*

MINISTERIAL MEETING, GENEVA, MAY 1963

TRADE MINISTERS from the 50 Contracting Parties to the General Agreement on Tariffs and Trade met in Geneva from May 16 to 21 to give direction for the effective liberalization and expansion of trade in both primary and secondary products.\* The Canadian delegation to this meeting was led by the Minister of Trade and Commerce, Mr. Mitchell Sharp.

The ministers adopted two resolutions at the conclusion of their meetings — the first relating to measures for the expansion of trade of the less-developed countries, and the second concerning arrangements for the reduction or elimination of tariff and other barriers to trade and measures for the access to markets for agricultural and other primary products.

Reporting to the House of Commons on May 24 on the results of the GATT ministerial meeting, Mr. Sharp said:

“At the GATT meeting in Geneva, the purpose was to come to grips on a world-wide basis with the three major trade problems discussed in London. These problems are difficult and complex, and many conflicting interests remain to be resolved in the long negotiations that lie ahead. Nevertheless, the countries concerned have agreed to come to the negotiating table and a start will be made. This was a tremendous and heartening achievement.

“For the developing countries decisions were taken to facilitate expansion of their trade, and machinery had been established to keep their problems in the forefront of the negotiations and of GATT discussions. But on many points views differed as to the best way to proceed, notably between the European Economic Community and the overseas countries associated with the Community, on the one hand, and the developing nations in the Commonwealth and elsewhere in the world on the other.

“These differences are reflected in the documents I have tabled. But there was no disagreement on the urgency and fundamental importance of moving to help all these countries to meet the challenges of their development and the fundamental need to improve the lot of their peoples. Aid is clearly not enough. Financial and technical assistance must be accompanied by better opportunities to trade and other measures to facilitate the expansion and stability of the export earnings of these countries.

“The Geneva conference of GATT was the fifth meeting of GATT ministers since the General Agreement was signed in 1947, and the chief purpose of this meeting was to initiate a major negotiation for the reduction of tariff and non-

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\*See “*External Affairs*”, Vol. XV No. 3, March 1963, P. 157.



tariff barriers to trade. The new United States authority to cut the protection surrounding the United States market made these negotiations possible. The power contained in the Trade Expansion Act to reduce most United States tariffs by half and to remove duties that are 5 per cent or less is both imaginative and far-reaching. It provides more scope to reduce American protection than has been available for many, many years.

"The proposal for new and substantial negotiations, the so called 'Kennedy round', was strongly supported by Canada, by Britain and by many other countries whose interest lies in the expansion of world trade. The meeting agreed that negotiations should be joined and that they should cover trade barriers of all kinds and all sectors of trade.

"Agreement was also reached that the negotiation plan should be based on the principle of equal across-the-board tariff reduction, subject to certain exceptions and subject to the working-out of procedures to narrow differences in tariff levels between major industrial powers where these have significant effects on trade.

"As Honourable Members will be aware from the newspaper reports that came back from Geneva, many days of negotiations between the United States and the European Economic Community were necessary before the final formula affecting the principle of negotiation was agreed upon.

"I made it clear that, for Canada, such a formula of tariff reduction would not yield the necessary mutuality of trade and economic benefit. I indicated that, for a country like Canada, with its limited domestic market, its patterns of production and trade and its relatively narrow range of exports, it would be difficult to find any single formula that would achieve the necessary balance of advantage. I assured the meeting, however, that Canada would play its part and make concessions in Canadian tariffs commensurate with the benefits we receive.

"The conclusions of the meeting cover the position of Canada and certain other countries in a somewhat similar position. I should like to quote these provisions so that Members of the House will understand how the negotiations concluded. The conclusions provide that the tariff negotiations committee which was established at our meeting shall deal with, *inter alia*, and I quote:

The problem for certain countries with a very low average level of tariffs or with a special economic or trade structure such that equal linear tariff reductions may not provide an adequate balance of advantages.

"In his statement which forms an integral part of the conclusions of the meeting, the chairman of the GATT ministerial meeting stated that, pursuant to this paragraph, and I quote:

The committee will deal with the case of certain countries where it is established that their very low average level of tariffs or their economic or trade structure is such that the general application of equal linear tariff reductions would not be appropriate. For such countries the objective shall be the negotiation of a balance of advantages based on trade concessions by them of equivalent value, not excluding equal linear reductions where appropriate.

"In addition, the chairman was asked during the concluding meeting whether the words 'special economic or trade structure' in the resolution covered the special situation of a country, which, it is established, has a very large dependence on exports of agricultural and other primary products, and the chairman replied that this was the case.

"I am satisfied that the United States and our other major trade partners fully understand Canada's position.

"World trade in agricultural products presents particularly difficult problems. The normal trade rules have not been applied here, and efficient agricultural exporters like Canada have faced much frustration. It is significant, therefore, that agreement was reached in Geneva, including agreement by the European Economic Community, that agriculture shall be included in the negotiations. There is no doubt a settlement will be difficult to find, but with so much at stake, particularly with respect to wheat and other cereals, I can assure Honourable Members that the representatives of Canada at the forthcoming discussions will make every effort to ensure that these negotiations succeed. There are to be early meetings to discuss cereals and meats and a special group has been set up for dairy products.

"These discussions may lead to new or revised international commodity arrangements."

To carry forward the GATT negotiations, ministers agreed to establish a Tariff Negotiations Committee, composed of all participating countries, which would elaborate the details of the negotiating formula to be followed and supervise the conduct of the negotiations which are now expected to begin in Geneva on May 4, 1964.

# United Nations Social Commission

ANNUAL MEETING, NEW YORK, 1963

THE 21-member Social Commission, which advises the Economic and Social Council on a wide range of social questions, held its fifteenth session in New York from April 24 to May 10, 1963. Mr. J. A. Macdonald of the Department of National Health and Welfare represented Canada at the meeting. With the designation of the 1960's as the United Nations Development Decade, in which added emphasis is being placed on human as well as material factors in development, the role of the Commission has become increasingly important.

Background for the discussions was provided by the 1963 "Report on the World Social Situation". This document is issued biennially as a counterpart to the United Nations' periodic world economic surveys, and the current issue deals with trends in social conditions and social programmes since 1950. The main conclusion of the report was that, despite some gains in the past decade — mainly in health and education —, progress in many developing countries had tended to be limited by such factors as rapid population growth and excessive urban-rural migration. The gap between rich and poor countries is, accordingly, tending to grow wider.

Four of the ten resolutions approved by the Commission related to this fact. The *first* recommends a number of steps to intensify the attention given by the Regional Economic Commissions to the interrelation between social and economic development. The *second* calls for an expansion of national and international measures to assist social and economic progress in developing countries. The *third* requests that, as an aid to improved planning, the Secretary-General compile and classify data on the categories of economic and social assistance being given to developing countries. The *fourth* draws attention to the importance of disarmament as a means of releasing development resources and calls for further United Nations study of the social and economic consequences of disarmament.

Under the item on rural and community development, the Commission considered the Third UN Report on Progress in Land Reform, the report of an *ad hoc* expert group on community development, and an evaluation of United Nations technical assistance in the field of community development. In the Commission's debate, the close relation of land reform to community development and the importance of both for social development as a whole was stressed. Two resolutions, calling for increased attention to the problems of land reform and community development respectively, were approved by the Commission; the resolution on community development was co-sponsored by Canada.

The Commission next took up the report of the United Nations Committee on Housing, Building and Planning. This Committee was established by the Eco-



conomic and Social Council in 1962, on the recommendation of the Social Commission, and held its first session early in 1963. The report, which was welcomed by the Commission, highlighted the fact that poor housing conditions constituted one of the most serious social problems in the modern world, particularly in the developing countries. In its resolution on this subject, the Commission affirmed the need for comprehensive planning of measures to solve housing problems, and called on the Housing Committee to consider how United Nations resources could best be directed in order to produce the maximum impact on the housing situation.

To conclude its meeting, the Commission considered a report detailing progress made by the United Nations in the social field in 1961-62 and proposals for the 1963-65 programme of work. In this connection, the Commission noted the increasingly heavy demands for research and technical assistance being made on the United Nations Bureau of Social Affairs as a consequence of rising international interest in social development. During the session, it was announced that a United Nations Research Institute for Social Development would be established in Geneva, with assistance from the Netherlands Government, to support the work of the Bureau of Social Affairs. The Commission, which welcomed this development, was invited to appoint two of its own members to the Board of the new Institute.

Three additional resolutions were approved by the Commission in relation to its discussion of the work programme. The *first*, co-sponsored by Canada, calls for establishment of an *ad hoc* expert working group to review the activities of the United Nations in the field of social services, and to recommend ways of strengthening the programme in this area. The *second* recommends continuing support for the United Nations Programme of Advisory Social Welfare Services. The *third* reaffirms the need for the Social Commission to continue meeting on an annual basis, and recommends that the next session of the Commission be held in Geneva or at an alternative site away from New York, where a meeting cannot be held next year owing to alterations to the United Nations Building.

The report of the Social Commission will be considered at the thirty-sixth session of the Economic and Social Council in July.

## *Economic Commission for Latin America*

THE UNITED NATIONS Economic Commission for Latin America (ECLA) held its tenth session at Mar del Plata, Argentina, May 6-17, 1963. This was the first session that Canada had attended since becoming a member in October 1961 (ECLA's sessions are held every two years). The Canadian delegation was headed by Mr. G. B. Summers, Canadian Ambassador to Chile.

ECLA is one of four Regional Economic Commissions established under the United Nations. Its members include the 20 Latin American countries, Canada, the United States and Jamaica (as Western Hemisphere nations), Britain and France (as countries with territories in this Hemisphere) and the Netherlands, since Surinam and the Netherlands Antilles are constituents of that kingdom. British Honduras and British Guiana are associate members.

The task of ECLA is to study economic and social questions of concern to Latin America and to assist the Latin American governments in finding solutions to their development problems. Since its establishment 15 years ago, ECLA has been the source of much of the creative economic thinking in Latin America and has initiated many new lines of attack on critical problems. It has been a prime mover behind the creation of a Central American Common Market and the establishment of the Latin American Free Trade Association (LAFTA). It has also been a leading proponent of national economic development planning, an idea now generally accepted in Latin America.

Two items on the tenth-session agenda were of particular importance. First, there were preparations for the United Nations Conference on Trade and Development to be held early next year. The Latin American countries considered that the conference would offer them an exceptional opportunity to express their point of view and to secure remedies for international economic problems, both with respect to institutions and to markets and prices. They believed that maximum use should be made of this conference so that specific solutions might be found for their most pressing problems. A resolution called upon the ECLA Secretariat to give top priority to the preparation of studies for the conference and to arrange a seminar of Latin American specialists so that a concerted Latin American position might be established.

Second, this session emphasized the need for more rapid Latin American economic integration. The Presidents of Brazil and Chile had, before the session opened, issued a joint statement calling for more rapid integration and proposing an early meeting of the foreign ministers of the LAFTA countries to give greater political momentum to the movement. At the ECLA session this initiative was well received. Shortly after the meeting ended, it was agreed that the foreign ministers of the LAFTA countries should meet in August 1963.

The ECLA Secretariat was also specifically requested to give the "highest priority to activity connected with progress towards the formation of a Latin American Common Market". In co-operation with the LAFTA Secretariat and other inter-American agencies, it was asked to continue and expand its studies of new industries that might be established in an LAFTA country to serve several countries of the LAFTA zone. It was also asked to continue its studies on ways and means of securing a closer association between the LAFTA and the Central American Common Market. The eventual fusion of these two associations was envisaged by the Latin American members.

In addition to these two major items, the session considered several other items of great interest and significance. This included a widely-publicized report prepared by the ECLA Secretariat entitled "Toward a Dynamic Development Policy for Latin America", which examined Latin America's economic and social evolution since the Second World War. The dominant theme of this report was that Latin America should accelerate its rate of economic development and redistribute incomes in favour of the broad masses of the population. An item that gave rise to lengthy debate was the role of private enterprise in economic and social development. A resolution requested the Secretariat to undertake basic studies on procedures to encourage private enterprise to play a more dynamic part. Other resolutions dealt with such diverse subjects as agricultural development, housing, planning, social development, demography and natural resources.

At this session also, the members of the Governing Council of the Latin American Institute for Economic and Social Planning were elected for two years. This Institute, founded last year as an autonomous agency under the aegis of ECLA, will train officials and advise Latin American governments on problems connected with the drafting and implementation of development plans.

Dr. R. Prebisch, who had guided ECLA as Executive Secretary since its creation 15 years ago, retired from ECLA at the end of this session. He has been appointed Secretary-General of the United Nations Conference on Trade and Development. Dr. Prebisch will be succeeded as ECLA's Executive Secretary by Dr. Antonio Mayobre, a former Finance Minister of Venezuela.



# *The Addis Ababa Conference*

**A**N IMPORTANT meeting that brought together the foreign ministers and heads of state of independent African states and the state of Malagasy took place in Addis Ababa in May 1963.

The only countries not represented were Morocco, Togo and South Africa. The foreign ministers met in preparatory conference, in closed sessions, from May 15 to 21, and the heads of state met in full conference, mostly in open sessions, from May 22 to 26.

The task of the foreign ministers' preparatory conference was to draw up a list of agenda and to prepare resolutions on the items for discussion and approval by the heads of state. The following agenda were submitted by Ethiopia at the preparatory conference:

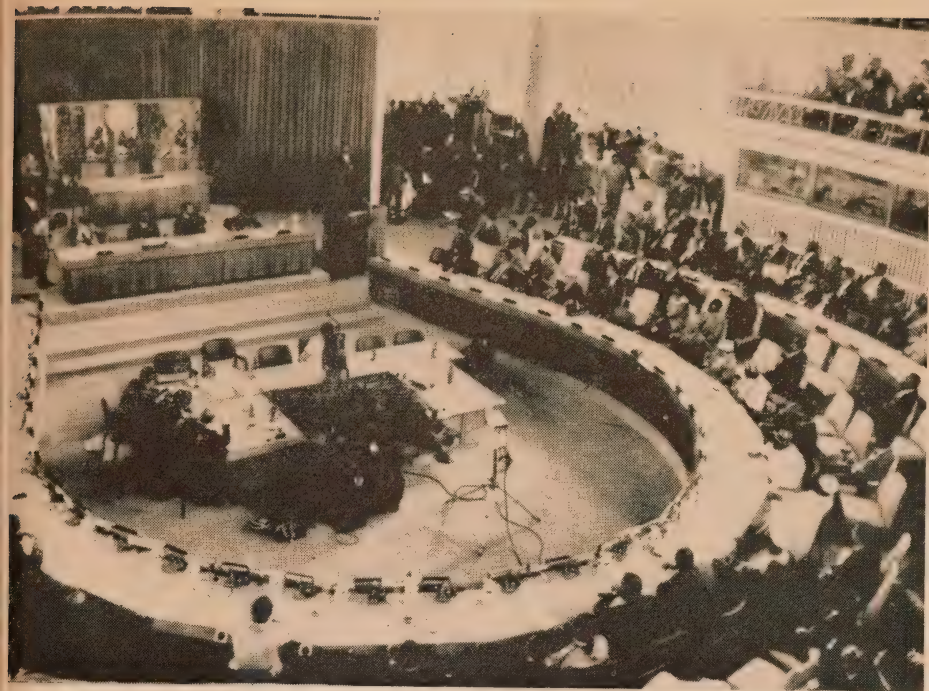
1. Creation of an organization of African states, with a charter and a permanent secretariat.
2. Co-operation in the social and economic fields, in those of education and culture, and discussions on a system of collective defence.
3. Decolonization.
4. *Apartheid* and racial discrimination.
5. Consequences of regional economic groupings.
6. Disarmament.

The first two days of the preparatory conference were devoted to a general discussion of the agenda and to discussions on the admission of Togo. The foreign ministers were unable to reach a decision on the Togolese problem and finally agreed simply to leave the matter for the heads of state to decide. The latter, however, were occupied by other matters and, in the end, the problem was left in abeyance.

After two days of general discussion, the foreign ministers decided that the conference should divide itself into two commissions, one for political and economic affairs and the other for decolonization and special affairs.

Concerning the problem of African unity, the preparatory conference had three documents on which to base its studies and recommendations: the Ethiopian draft charter (prepared by a Chilean jurist, Senor Trucco, a former Secretary-General of the Organization of American States), which proposed a flexible type of union not unlike that of the Monrovia Group; the Lagos charter of the Monrovia Group itself; and the Nkrumah Plan, embodied in a letter sent by the Ghanaian President to all African heads of state a few months before the Addis Ababa conference.

After prolonged discussions and studies by a sub-committee, and in spite of mutual concessions by Ghana and Nigeria on both the spirit and the letter of an



*A session of the Addis Ababa Conference*

eventual draft charter, the foreign ministers, in a brief and vague resolution, could agree only to recommend to the heads of state general principles for an African charter and the establishment of a provisional secretariat, which would meanwhile co-ordinate the activities of the African states. They recommended that the Ethiopian draft be used as a working basis and that the new charter be inspired also by the existing Casablanca and Lagos charters, as well as "by other documents" (a passing reference to the Ghanaian letter) and that final drafting be entrusted to a subsequent conference of the foreign ministers.

Agreement was reached more easily on resolutions covering the other points of the agenda and they were adopted by the heads of state without much discussion. Following is a summary of the final resolutions adopted by the conference.

### **Pan-African Charter and African Unity**

In his speech opening the conference of the heads of state, Emperor Haile Selassie made an impassioned appeal to his guests, calling on them not to end the conference before they had adopted a single African charter. The same idea was expressed with varying degrees of urgency by all other heads of state and, on May 24, its third day, the conference directed the foreign ministers to produce a draft charter. A sub-committee composed of the representatives of the United Arab Republic, Cameroun, Ghana, Ethiopia, Senegal and Nigeria produced a

draft that was submitted to the heads of state on May 25. The heads of state worked continuously all that day in an atmosphere of urgency and rising enthusiasm. At 1 a.m. on May 26, they finally agreed on a single pan-African charter, which they were immediately invited to sign by the Ethiopian Emperor, and which created the Organization of African Unity (Organisation de l'Unité Africaine), designed to supersede the two rival Casablanca and Monrovia groups.

The charter of the new organization is, for the most part, based on the Ethiopian draft, condensed and slightly amended. Its main points are as follows:

1. The four bodies of the OAU (OUA) are an Assembly of Heads of State, a Council of Ministers, a Secretariat, and a Court of Mediation and Arbitration.
2. The Assembly of Heads of State is to meet yearly, and its decisions are to be taken by a two-thirds majority of attending and voting members. The Council of Ministers (foreign or other designated ministers) is to meet twice yearly; its tasks are to prepare the meetings of the Assembly and to implement its decisions.
3. Commissions for Social and Economic Affairs, for Education and Culture, for Health, Hygiene and Nutrition, for Defence and for Technical and Scientific affairs may be created by the Assembly as it sees fit.
4. The working languages of the Organization are to be African wherever possible (including Arabic), in addition to French and English.
5. The budget, to be prepared by the Secretary-General, is to be met by contributions from members in accordance with their United Nations assessment, but not exceeding 20 per cent for any one member.
6. The OAU is open to all African states (only Morocco, Togo — and, of course, South Africa — have not signed the charter), and the charter will come into force when it has been ratified by two-thirds of its signatories. Ethiopia will receive the instruments of ratification and will register the charter with the United Nations.

The location of the permanent Secretariat will be decided later. Meanwhile a provisional secretariat will be established in Addis Ababa. The first meeting of foreign ministers of the OAU, which will be devoted chiefly to organizational matters, will be held in Dakar, probably in June.

### **Other Conference Resolutions**

As expected, the subject of greatest concern to the heads of the independent African states was the liberation of African populations in still dependent territories — the various forms of help that should be provided to them and the steps to be taken to bring pressure on the colonial powers to free the remaining colonies.

### **Decolonization**

On the question of decolonization, the resolution adopted by the heads of state made the following points:



1. African states should break off diplomatic relations with Portugal and South Africa. (None of them have relations with South Africa, but Portugal has embassies and consulates in a number of African countries).
2. A "total and effective boycott" of the trade of both countries should be instituted, including the closure of all African ports and airfields to their ships and planes and the prohibition of flights over the territories of African countries.
3. Third countries should be invited "to choose between their friendship for the colonial powers and their friendship for Africa" and to adopt similar measures against Portugal and South Africa.
4. Colonial powers, "particularly the United Kingdom with regard to Southern Rhodesia", were invited not to transfer sovereignty to "foreign minority governments".
5. A promise was given of "effective and practical support for any legitimate measures which African nationalist leaders in Southern Rhodesia might take to overthrow an independent white minority government."
6. A warning was issued that any attempt by South Africa to annex South West Africa would be regarded as an act of aggression.
7. A decision was taken to send a foreign ministers' delegation to speak on behalf of all African states at the United Nations' Security Council when the latter examined a report on African territories under Portuguese domination.

The heads of state also decided to set up a committee to co-ordinate aid from African states to national liberation movements. The nine-member body will have its headquarters in Dar-es-Salaam and will be composed of representatives from Ethiopia, Algeria, the U.A.R., Uganda, Tanganyika, Guinea, the Congo (Leopoldville), Senegal and Nigeria. It was also agreed to train volunteers "in various fields" to help the liberation movements.

### **Apartheid and Racial Discrimination**

On the question of *apartheid* and racial discrimination, the heads of state recommended the creation of an assistance fund for the movements opposing *apartheid* in South Africa. They also decided to send a delegation of foreign ministers to the United Nations to ask the Security Council "to deal with the explosive situation in South Africa". The heads of state took this opportunity to express their anxiety about racial discrimination in the United States, while pointing out their satisfaction at the steps taken by the Federal Government of the United States to the end the "intolerable practices which gravely threaten relations between Africa and the American Government".

### **Attitude towards United Nations**

The heads of state reaffirmed their support for the United Nations, but recom-

mended "with insistence" that Africa be more equitably represented within the main organs of the UN. They also agreed to create a common secretariat at the UN where they would work together as a group.

### **General Disarmament**

The heads of state agreed to co-ordinate their efforts to make Africa a de-nuclearized zone and to forbid nuclear tests in Africa. They also called for the withdrawal of foreign military bases and for disengagement from military alliances with foreign powers. Finally, the heads of state agreed to appeal to the nuclear powers, particularly the United States and the U.S.S.R., to put an end to the armaments race and to conclude an agreement on general disarmament.

### **Economic Field**

Agreement was reached on the creation of an economic committee the task of which would be to study the establishment of an African common market and a common external tariff and the harmonization of national development plans. The heads of state agreed also to maintain the Commission for Technical Cooperation in Africa (CCTA) and to integrate its structure within the framework of the new OAU.

The general impression gained from the Addis Ababa conference is that, in the eyes of most of the participants, it was a great success. The holding of such a conference in spite of all difficulties, the attendance of all heads of state except two, and the formal agreement reached on the establishment of a single pan-African organization are in themselves significant achievements. The severity with which the racial policies of Portugal and South Africa were condemned and the radical character of the measures against these two countries proposed by the conference were in keeping with the increasingly severe attacks by African states to which they had been subjected over the previous few years. It is notable, however, that the language of the final resolutions on decolonization and on *apartheid* and racial discrimination was much less violent than that of the various drafts and amendments discussed during the conference. In spite of their radical character, the measures finally adopted represent as moderate a programme as could have been expected from such a conference. A number of much stronger measures, such as the setting of a target date for the independence of all dependent territories, the sending of volunteer corps, the training of exile armies of "freedom fighters", etc., were discussed but rejected in the end. The moderation and restraint shown by the conference with regard to Southern Rhodesia reflected the efforts made by some of the heads of state to leave the way open for further negotiation with Britain and the Government of Southern Rhodesia.

The coming months are expected to see the translation into practice and the building up of the new Organization of African Unity created on paper at Addis Ababa. Various meetings will be held to elaborate its political and economic organs. The 1963 conference may well be regarded in future as an extremely important event in the history of modern Africa.

# *External Affairs in Parliament*

## **Law of the Sea**

*The following statement was made to the House of Commons on June 4 by the Right Honourable Lester B. Pearson, Prime Minister of Canada:*

. . . Traditionally, the breadth of the territorial sea has been three nautical miles, but the Canadian view has long been that a breadth of three miles is not adequate for all purposes. It was on December 7, 1956, that a Canadian representative put forward at a meeting of the Sixth Committee of the United Nations the proposal, which later came to be known at Geneva as the "Canadian proposal", of a contiguous fishing zone beyond the three-mile territorial sea which would extend to a limit of 12 miles.

In the light of the failure of efforts to bring about an agreement on the breadth of the territorial sea and the contiguous fishing zone, the Government has decided, after careful deliberation, that the time has come to take firm action to protect Canada's fishing industry. It is well known that foreign fishing operations off Canada's east coast, which have increased enormously over the past five years, are not only depleting our offshore fisheries resources but are posing other problems. There are indications also that Canada's west coast fisheries may soon be threatened. In similar circumstances, an increasing number of countries have felt themselves compelled to abandon the three-mile fishing limit. All told, more than 40 countries have already extended their territorial limits, and more than 50 countries their fisheries limits beyond three miles.

With these considerations in mind the Canadian Government has decided to establish a 12-mile exclusive fisheries zone along the whole of Canada's coastline as of mid-May 1964, and to implement the straight base-line system at the same time as the basis from which Canada's territorial sea and exclusive-fisheries zone shall be measured.

The Government recognizes that such action will necessarily have implications for other countries, particularly the United States of America and France, both of which have treaty fishing rights in some of the areas affected and claims to "historic" fishing rights in other areas in question. In the case of Canada and the U.S.A. in particular, there is a long tradition of friendly and fruitful co-operation on fisheries problems, and any action by Canada on these matters will, as in the past, take full account of United States interests, as well as of those other countries affected.

It may be recalled that, in my discussions with President Kennedy at Hyannis Port, I informed him that the Canadian Government would shortly be taking decisions to establish a 12-mile fishing zone. The President reserved the long-



standing American position in support of the three-mile limit. He also called attention to the "historic" and treaty fishing rights of the U.S.A., and I assured him that these rights would be taken into account. Discussions will be held with the United States with a view to determining the nature and extent of the U.S.A. rights and interests which may be affected by the action which Canada is taking. Discussions will also be opened as soon as possible with other countries affected, and it is our hope and belief that we will be able to reach agreement with such countries on mutually satisfactory arrangements.

### **Yemen Observer Mission**

*On June 13, the Honourable Paul Martin, Secretary of State for External Affairs, addressed the House as follows regarding Canada's part in the United Nations operation in the Yemen:*

. . . I should like to inform the House that the Canadian Government has authorized the seconding of Canadian personnel for service with the United Nations Observation Mission in the Yemen. . . . The United Nations Security Council on June 11 approved a resolution authorizing the Secretary-General to establish this Observation Group, whose presence in the Yemen is a prerequisite to the implementation of the undertakings which have been given by the Governments of the United Arab Republic and Saudi Arabia for disengagement in the Yemen. It is hoped that this will bring about the termination of a situation in that country which has become increasingly acute since the establishment of the present republican government in September of last year, and will help to avoid the danger of the internal conflict in that country developing into more widespread hostilities throughout the area.

It is intended that a substantial proportion of the officers required for the new Observation Group in the Yemen will be drawn from personnel already serving in the area with the United Nations Emergency Force and the United Nations Truce Supervisory Organization. . . . Canada has consistently played a leading role in the United Nations peace-keeping operations, and it is the Government's intention to strengthen this fundamental role by all practical means.

### **A Nuclear-Free Mediterranean**

*On June 3, in reply to a question as to whether he still held "the view he expressed on May 22 that the Soviet proposal (for a nuclear-free zone in the Mediterranean) 'is a very important proposal indeed' ", Mr. Pearson said:*

. . . Although it is not possible to state one over-all policy with respect to the question of denuclearized zones, it should be recognized that any such proposal

must meet at least three criteria. First, it should be acceptable to the countries of the geographical area in which the zone would be located. That seems to be obvious. Second, it should include some arrangement for verifying that the commitments undertaken would be carried out. And third, it should be consistent with the accepted principle that no disarmament measure should create a unilateral advantage for any state or group of states.

As to the first point . . . the Soviet proposal does not involve Canada directly, though it certainly involves Canada as would any proposal which might have some bearing on the easing of tensions. Therefore, while it does not involve Canada directly, we shall have to await the considered reaction of the countries to which it was addressed before we come to a considered conclusion ourselves. The reports we have had so far indicate that it does not have the support of all the countries concerned.

With regard to the second and third criteria, there is no mention of procedures for verifying that obligations undertaken would be carried out; and there has apparently been no attempt to maintain equality and balance among the states concerned. This situation, of course, might be altered in the course of negotiations, if negotiations began. . . . It would be interesting to know whether the Mediterranean zone would include the Black Sea; the text of the proposal suggests that it does not, and that in fact it involves no territory in which the Soviet Union is directly involved. As such, its effect would be to achieve a unilateral advantage for the Soviet Union, a result which would not be likely to contribute to the relaxation of tension.

Nevertheless . . . despite these obvious shortcomings and the propagandistic tone and timing of the proposal, I want to assure the House that its exact terms are being given and will be given careful study, as will the reactions of the countries most directly concerned, and that any possibilities it may hold out for constructive steps to reduce the danger of war will certainly be taken into account in determining our final position on this matter.

## **Nuclear Testing**

*Asked on June 10 to comment on press and radio reports "regarding new advances being made by the United Kingdom and the United States to the Soviet Union with respect to the ending of atomic tests", Mr. Martin replied:*

. . . The Prime Minister of the United Kingdom and President Kennedy have personally communicated with Premier Khrushchov on this matter in recent weeks. It has now been announced that agreement has been reached to hold further talks in Moscow, probably in July. It is our understanding that these talks will not be at the foreign-minister or head-of-government level, but will involve senior representatives of the three countries. President Kennedy has also stated

that the United States will refrain from atmospheric nuclear tests as long as other states do not test in the atmosphere.

We welcome this initiative of Great Britain and the United States to bring a halt to nuclear testing. We hope the projected talks in Moscow will result in a comprehensive agreement. This Government is fully committed to the goal of ending all nuclear tests by international treaty. We shall continue to do everything in our power to achieve this end.

*An enquiry on June 11 as to whether, "in view of the hope . . . engendered by the announcement of test-ban talks among the Big Three, and by President Kennedy's welcome declaration that, in the meantime, the United States will make no nuclear tests in the atmosphere", the Prime Minister would, "on behalf of the people of Canada, add to mankind's hope for peace on earth by declaring that Canada will refrain from acquiring nuclear weapons while these discussions are in progress, in the hope that the Government may yet find it unnecessary to acquire them at all", elicited the following reply from Mr. Pearson:*

. . . I am sure we all welcome the resumption of talks among the three great powers on a high level for a ban on nuclear testing, talks which have been brought about by the wise and positive initiative of the United Kingdom and United States Governments.

Experience has taught us not to expect too much too soon from discussions on this subject, but . . . we must hope for good results and do everything we can to achieve them; first the abolition of nuclear testing, which is the immediate objective of the talks, and then abolition of nuclear weapons as part of a general disarmament agreement.

It is not inconsistent with this position for us in Canada to put ourselves in a position to discharge the defence pledges we have made for collective security and for our own defence, pending re-examination of defence policy by NATO and by this Government, which re-examination could in due course result in changes in Canadian defence policy.

## Situation in Laos

*Mr. Martin was asked on June 24 to "advise the House on the situation in Laos, where there are reports of the resumption of heavy fighting along with a request by the Pathet Lao for the withdrawal of the International Control Commission from Attopeu". He replied in the following words:*

. . . The basic difficulty in Laos is that although a provisional government representing the three important political tendencies was established last summer when the International Agreement on Laos was signed in Geneva, the administration and armed forces of Laos have not yet been integrated. The country



therefore remains in effect divided into zones controlled by the forces of the right wing, the neutralist party and the Pathet Lao.

During the past few months there has been a marked deterioration, I regret to say, in the political and military situation in that particular country. The Pathet Lao, with the help of some dissident neutralists, has forced the main neutralist army to give up several important points in the Plain of Jars. Within the past ten days, there have been reports of fighting also in the region of Attapeu, in the southern part of the country.

The Government has been following these developments with concern because of our membership with India and Poland on the International Commission for Supervision and Control in Laos. The Commission has been doing its best, in very difficult circumstances, to exercise a calming and stabilizing influence, and to report on the situation objectively to the governments signatory to the Geneva Agreement. It has been our view that the Commission should send or station its representatives in troubled areas. A Commission team has, in fact, been stationed on the Plain of Jars at the request of the Prime Minister of Laos since April 29. The Polish delegation is, unfortunately, not represented on this team.

Last week the Indian and Canadian Commissioners decided to send their military advisers to the Attapeu area to report to them on the situation there. The Polish Commissioner did not send his military adviser. The Pathet Lao radio has commented adversely on the visit of the Canadian and Indian military advisers to Attapeu, and it is this comment which has probably given rise to the news reports referred to. . . .

The Commissioners are now deciding, in the light of their military advisers' reports, what they can usefully do to help restore peace to the Attapeu area. I can only say that Canada, as a member of that Commission, is doing everything it can in that very disturbed area.

## **Financing UN Peace-Keeping Operations**

*Mr. Martin made the following statement on June 25:*

I promised the House several weeks ago that, when I was in a position to do so, I would report on the progress being made at the Special Assembly of the United Nations regarding the financing of the peace-keeping operations of the organization. I am happy to report that the General Assembly has now reached agreement on a number of measures concerned with financing of the United Nations peace-keeping operations.

The first establishes principles as guide lines for the sharing of the costs of future peace-keeping operations. Two resolutions provide for the financing of the United Nations Emergency Force and ONUC for the last six months of this year. Another appeals to member states to pay up their arrears in respect of their assess-

ed contributions for payment of these operations. Another resolution authorizes the Secretary-General to continue the sale of United Nations bonds until the end of 1963. A further resolution re-establishes the Working Group on the Examination of Administrative and Budgetary Procedures for the purpose of studying the establishment of a special scale of assessments for financing of future peace-keeping operations involving heavy expenditures and of studying the ways and means for reaching a unanimous consensus on questions of principles relating to peace-keeping operations in general. The Working Group is asked to report to the General Assembly at its nineteenth session. . . . Canada is a member of this Working Group of 21 countries. The seventh and last resolution requests the Secretary-General to consult all member states and other interested organizations on the desirability and feasibility of establishing a peace fund to receive voluntary contributions from member states as well as from organizations and individuals and to report to the eighteenth session of the Assembly.

The Canadian Delegation at this Special Assembly . . . has played a leading role in the negotiations which led to the adoption of this package of resolutions. I believe that real progress has been achieved at this fourth special session of the General Assembly. A solution to the immediate need of the United Nations as regards the peace-keeping operations in the Middle East and in the Congo has been found. Further, the general consensus which has emerged in establishing guide-lines for the sharing of costs of future peace-keeping operations marks an important step in the search for a permanent solution to this problem.

These resolutions, of course, must go to the plenary session, but in view of the large majority which they received in the committee I have no reason to believe that they will fail of adoption. . . .

## APPOINTMENTS AND TRANSFERS IN THE CANADIAN DIPLOMATIC SERVICE

- Mr. A. G. Campbell posted from the Office of the High Commissioner for Canada, New Delhi, to Ottawa. Left New Delhi May 18, 1963.
- Mr. J. M. Blondeau appointed to the Department of External Affairs as Foreign Service Officer 1, effective May 21, 1963.
- Mr. A. L. Morantz appointed to the Department of External Affairs as Foreign Service Officer 1, effective May 21, 1963.
- Mr. I. L. Head posted from the Office of the High Commissioner for Canada, Kuala Lumpur, to Ottawa. Left Kuala Lumpur May 27, 1963.
- Mr. G. E. Shannon appointed to the Department of External Affairs as Foreign Service Officer 1, effective May 27, 1963.
- Mr. D. R. T. Fraser appointed to the Department of External Affairs as Foreign Service Officer 1, effective May 27, 1963.
- Mr. D. W. Munro posted from the Canadian Embassy, Beirut, to Ottawa. Left Beirut May 30, 1963.
- Mr. J. W. Graham posted from the Canadian Embassy, Santo Domingo, to Ottawa. Left Santo Domingo June 3, 1963.
- Mr. I. G. Mundell appointed to the Department of External Affairs as Foreign Service Officer 1, effective June 3, 1963.
- Mr. G. S. Shortliffe posted from Ottawa to the Canadian Embassy, Bogota. Left Ottawa June 5, 1963.
- Mr. T. H. W. Read posted from Ottawa to the Canadian Embassy, Athens. Left Ottawa June 8, 1963.
- Mr. M. C. Temple appointed to the Department of External Affairs as Foreign Service Officer 1, effective June 10, 1963.
- Mr. R. H. Jay posted from Ottawa to the Delegation of Canada to the North Atlantic Council, Paris. Left Ottawa June 12, 1963.
- Mr. R. M. Robinson posted from the Canadian Embassy, Bogotá, to Ottawa. Left Bogotá June 13, 1963.
- Mr. G. H. Blouin posted from the Canadian Embassy, Athens, to the Canadian Embassy, Brussels. Left Athens June 14, 1963.
- Mr. R. F. J. Bougie posted from Ottawa to the Canadian Embassy, Mexico. Left Ottawa June 15, 1963.
- Mr. R. L. Rogers posted from the Delegation of Canada to the North Atlantic Council, Paris, to Ottawa. Left Paris June 18, 1963.



## TREATY INFORMATION

### Current Action

#### Bilateral

##### Bolivia

Exchange of Notes between the Government of Canada and the Government of Bolivia permitting amateur radio stations of Canada and Bolivia to exchange messages or other communications from or to third parties.

La Paz, May 31, 1963.

Entered into force May 31, 1963.

##### Finland

Agreement between Canada and Finland on recognition of tonnage certificates of merchant ships.

Signed at Helsinki June 5, 1963.

Entered into force June 5, 1963.

#### Multilateral

Instrument for the amendment of the constitution of the International Labour Organisation adopted by the Conference at its forty-sixth session, Geneva, June 22, 1962.

Canada's Instrument of Ratification deposited October 25, 1962.

Entered into force May 22, 1963.

### Publication

*Canada Treaty Series 1962 No. 1.* Technical assistance agreement on military training between the Government of Canada and the Government of the Republic of Ghana. Signed at Accra, January 8, 1962. Entered into force January 8, 1962.

*Canada Treaty Series 1962 No. 2.* Interim Trade Agreement between Canada and the United States of America embodying the results of the tariff negotiations which were negotiated pursuant to Article XXVIII *bis* of the General Agreement on Tariffs and Trade at the 1960-61 Tariff Conference of the Contracting Parties to the General Agreement on Tariffs and Trade. Signed at Geneva March 7, 1962. Entered into force March 7, 1962.

*Canada Treaty Series 1962 No. 4.* Agreement between Canada and Italy for air service between and beyond their respective territories. In force provisionally February 2, 1962. Instruments of Ratification exchanged at Ottawa April 13, 1962. In force definitively April 13, 1962.

# EXTERNAL AFFAIRS

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## Contents

August 1963

Financing UN Peace-Keeping .....	282
Military Training Assistance to Nigeria .....	295
The North Pacific Fisheries .....	297
The Papal Succession .....	302
Visit of Prime Minister of Australia .....	303
External Affairs Inspection Service .....	305
External Affairs in Parliament	
The United States and West Berlin .....	308
Spaak-Khrushchov Interview .....	308
Withdrawal of UN Troops from the Congo .....	309
Military Assistance to India .....	310
Situation in Laos .....	311
Twelve-Mile Fishing Zone .....	311
Nuclear Test Ban Agreement .....	312
Appointments and Transfers in the Canadian Diplomatic Service .....	313
Treaty Information .....	314

# *Financing UN Peace-Keeping*

## SOME RECENT DEVELOPMENTS

WHEN THE seventeenth General Assembly concluded its session in December 1962, it had already laid the groundwork for a series of events which, it was hoped, would ease the organization's financial difficulties and lead to the development of an acceptable method of financing peace-keeping operations involving heavy expenditures.<sup>1)</sup> The steps taken at that time were the re-establishment of the Working Group of 15 and its enlargement to 21 members and the calling of a special session of the Assembly, to be held before June 30, 1963. The special session was to consider the financial situation of the organization and the Working Group's report, and the financing of the United Nations Emergency Force (UNEF) and the United Nations Operation in the Congo (ONUC) during the last six months of 1963.

### **The Working Group of 21**

The Working Group of 21, of which Canada is a member, was appointed by the President of the General Assembly and quickly scheduled a series of meetings beginning January 29.<sup>2)</sup> The Group elected as its officers Chief Adebo (Nigeria) as chairman, M. R. Quijano (Argentina) as vice-chairman and V. A. Hamdani (Pakistan) as rapporteur. The Group's initial meetings were devoted to general statements by most members on the financing of United Nations peace-keeping operations. The Canadian representative on the Working Group, W. H. Barton, spoke early in the debate and outlined Canada's position, which can be summarized as follows:<sup>3)</sup>

"The advisory opinion of the International Court of Justice has materially altered the situation since the Working Group of 15 had considered the problem now before the present Working Group. Canada has always believed that all member states have a collective responsibility for the costs of all the activities including peace-keeping operations, which the organization undertook, for they were of benefit to all member states. As all member states shared a vital interest in the maintenance of international peace and security, it followed that the cost must be shared by some generally-acceptable and equitable arrangement.

"One possible method was for the costs of peace-keeping operations to be shared according to the scale of assessments for the regular budget, which was equitable and took account of the position of countries with a low capacity to pay; it should apply except in cases where the cost of peace-keeping operation

<sup>1)</sup>See "External Affairs", March 1963, P. 125.

<sup>2)</sup>The members of the Working Group of 21 are Argentina, Australia, Brazil, Britain, Bulgaria, Cameroun, Canada, China, France, India, Italy, Japan, Mexico, Mongolia, the Netherlands, Nigeria, Pakistan, Sweden, the United Arab Republic, the U.S.A. and the U.S.S.R.

<sup>3)</sup>United Nations document A/AC.113/SR.5.



was so heavy that some form of relief had to be provided for the developing countries. In operative Paragraphs 2 and 3 of General Assembly Resolution 1854 B (XVII), the Working Group of 21 has been requested to take account of certain criteria, some of which were already mentioned in the report of the Working Group of 15 (A/4971, Para. 35), in its study of special methods for financing peace-keeping operations involving heavy expenditures. The Canadian Delegation was not in favour of introducing special criteria which were not normally taken into account in establishing the regular scale of assessments and which would give some member states more responsibility than others for peace-keeping operations. Many of the criteria in question were subjective and could not be expressed in the mathematical terms required for the apportionment of costs, and the introduction of such factors might lead to lengthy and fruitless political arguments.

### **Assessment Procedure Required**

"The best way of ensuring that the costs of peace-keeping operations would be shared by all member states was to reach agreement in advance on what procedures were to be followed and how expenditures were to be apportioned.

"Estimates of the costs of such operations should be produced as a matter of course and as quickly as possible.

"The financial implications of any peace-keeping operation involving heavy expenses in excess of those covered by the current resolution on unforeseen and extraordinary expenses (General Assembly Resolution 1862 (XVII) for 1963) should be brought to the attention of the General Assembly as soon as possible. If the Assembly was in session when the operation was initiated, it should take action on the financial implications before it dispersed; if it was not in session, a special session or an emergency special session should be convened as soon as possible.

"In considering the financial implications, the General Assembly should take the following steps: (a) consider the appropriateness of the cost estimates submitted by the Secretary-General and their financial implications; (b) authorize the Secretary-General to enter into commitments in accordance with the estimates; and (c) decide upon a method for meeting the expenses. If agreement could be reached on some such basis, appropriate accounting procedures, including, perhaps, special accounts, would form an integral part of future United Nations budgets.

"It would be desirable to develop a method of apportioning the costs of future peace-keeping operations that precluded the necessity for the *ad hoc* arrangements under which the burden of countries with a limited capacity to pay had been lightened largely through the generosity of certain states in making voluntary contributions. In addition, the Group should find some method which would give effect to the principle of collective financial responsibility, while safeguarding the financial interests of all member states and giving additional relief to those member states with a low capacity to pay.

"The method evolved by the Working Group might be along the following lines: (a) A certain pre-determined level of expenses for each operation, say \$10 million, in any given year, would be financed according to the scale of assessments for the regular budget; (b) expenses in excess of \$10 million but not exceeding \$75 million, for example, might be financed according to a special peace-keeping scale of assessments under Article 17 of the Charter, based on the elements listed below; (c) commitments of over \$75 million in any one year for each peace-keeping operation or total commitments of over \$125 million for more than one operation would require the authorization of the General Assembly and the adoption of special *ad hoc* financial arrangements.

"The special scale mentioned in point (b) above would be based on capacity to pay. Countries with a low capacity to pay would be assessed for peace-keeping operations at a lower rate than for the regular budget; others might be assessed at a higher or lower rate than their customary assessment, or at the same rate. In no case would any country in receipt of technical assistance under the United Nations Expanded Programme of Technical Assistance be assessed at a rate higher than its usual rate under the regular scale, and in most instances such countries would probably be granted a substantial reduction. Such a method, if adopted, would apply only to future assessments in respect of duly authorized peace-keeping operations the costs of which came under Article 17 (2) of the Charter."<sup>1)</sup>

In addition, Canada considered that, since the proceeds from the sale of United Nations bonds were for purposes normally related to the Working Capital Fund, it would be desirable for the Assembly to apportion the costs of UNEF and ONUC incurred during the 12-month period July 1, 1962, to June 30, 1963.

It became evident early in the Working Group's discussion that there was relatively little chance of the Group's agreeing on some specific method of financing future large-scale peace-keeping operations. Throughout the rest of its meetings, opinion in the Group remained divided along the following lines: Australia, Canada, Britain, Italy, Japan, the Netherlands and Sweden favoured the adoption of long-term financing arrangements involving the use of a special scale of assessments which would apportion the costs of peace-keeping operations, taking into account the limited financial capacity of the less-developed countries. However, these countries did not agree upon or propose a group suggestion. On the other hand, Argentina, Brazil, Cameroun, India, Nigeria, Pakistan and the United Arab Republic reached agreement on a special scale of assessments and tabled a seven-power proposal.<sup>2)</sup> Both China and Mexico favoured the idea of a special scale but did not formally associate themselves with a particular proposal, though, in general, they favoured the seven-power Afro-Asian and Latin American proposal. Opposition to long-term financing arrangements came from Bulgaria, Mongolia, the Union of Soviet Socialist Re-

<sup>1)</sup>For complete details of the proposal advanced by Canada, see United Nations document, A/AC.113/2.

<sup>2)</sup>United Nations document A/AC.113/18.



publics and the United States, which rejected the idea of a special scale of assessments. France did not participate in the Working Group's discussions, though an observer was present at most meetings.

### Soviet and U.S. Positions

The attitude of the Soviet bloc was that the Security Council had sole responsibility for the maintenance of international peace and security. These countries disagreed with the legality of Resolution 377 (V) ("Uniting for Peace"), by which the Assembly is able to assume responsibility for the maintenance of peace when the Security Council is unable to act. The Soviet bloc also argued that UNEF and ONUC had been illegally established or improperly administered, and they therefore refused to pay their share of the costs of these operations. In general the Soviet bloc adopted a negative and non-constructive attitude toward finding acceptable long-term financing arrangements. Their only suggestion in this regard was that, in the case of UNEF and ONUC, the costs of the operations should be borne by the "aggressor" and "colonialist" countries responsible. The Soviet representative indicated that he saw no need for reducing the assessments of the less-developed countries and argued that, even if collective responsibility was a valid basis for financing peace-keeping operations (and he



*Signalman J. T. Shier, one of the Canadians serving with the UN force in the Congo, who is on duty at the entrance to the firing-range outside Leopoldville where Congolese soldiers are given target practice, is watched by a couple of local workmen.*



considered it was not), the regular scale of assessments provided an appropriate method.

The United States adopted a firm position in the Working Group and argued in favour of the Group devoting its attention to finding an acceptable *ad hoc* financing method for UNEF and ONUC in the last six months of 1963, rather than attempting to develop long-term methods which would be applicable to any future peace-keeping operations. As a result of this position, the United States refused to consider any of the various proposals which were advanced in the Working Group for the financing of future operations. Instead, the United States representative devoted his attention to the two existing operations, and argued that there was a strong case for using the scale of assessments employed in connection with the regular budget for financing UNEF and ONUC. In particular, the United States was opposed to any financing method which would alter the ceiling placed on the assessment of the United States, the largest contributor. The United States did not suggest any particular formula for meeting the costs of UNEF and ONUC in the last half of 1963, but did make it clear that, while in the past it had contributed approximately 50 per cent of the costs of UNEF and ONUC, it was no longer prepared to do so. While the United States was willing to accept its fair share of the costs, it would consider making a voluntary contribution only if the organization's financial situation improved significantly in the coming months and if other countries were also prepared to make voluntary contributions.

### **Other Proposals**

During the course of the Working Group's meetings, specific proposals for the financing of future peace-keeping operations were submitted by Australia, Canada, Britain and seven Afro-Asian and Latin American countries. The basis of the Australian approach was similar in many respects to the Canadian proposal but contained several elements which would have had the effect of granting reductions to the less-developed countries on a more rational and economically-sound basis. These ideas were supported by Canada and a number of other Western countries. The seven-power proposal represented a considerable compromise among members of the Afro-Asian and Latin American groups, and its general approach was not incompatible with Canadian and Australian thinking. However, it did contain a number of substantive and technical elements which were considered undesirable by most developed countries in the Working Group. The British proposal, which was introduced toward the close of the Group's series of meetings, contained suggestions both for an *ad hoc* financing arrangement for UNEF and ONUC in the last six months of 1963 and for long-term financing arrangements. The *ad hoc* portion suggested that the costs of these two operations should be met by assessing the first \$10 million of the costs of each operation according to the regular budget scale of assessments, with the remainder at a rate for the less-developed countries which would be calculated

at 50 per cent of their normal scale. The resulting shortfall would be covered by voluntary contributions. The long-term arrangements advanced by Britain were based on a stage-by-stage approach, which included the following elements:

- (a) an initial amount of the expenditures apportioned in accordance with an agreed scale of assessments;
- (b) a further amount borne by those member states that voted for or abstained on the decision to establish the particular peace-keeping operation and;
- (c) the establishment of a special financing committee, including the five permanent members of the Security Council, who would consider appropriate methods for financing any additional expenditures.

The Working Group was unable to agree on any special method for financing future peace-keeping operations. However, as a result of its discussions, the Group was able to determine areas where significant agreement existed on certain aspects of long-term financing arrangements. One such area of agreement concerned several principles which could be employed by the General Assembly as guide-lines in sharing the costs of future operations. While agreement on these principles was not complete, the isolation of these principles represented progress in the definition of the problem and in finding some workable method for the apportionment of costs. In addition, a number of members were concerned over the United Nations' serious financial position, which was due primarily to the failure of the Soviet bloc, France and certain other countries to pay their UNEF and ONUC assessments. The countries that expressed this concern also wished to devise some method whereby member states that were in serious arrears might pay their previous assessments promptly, without prejudice to their national positions. Six Afro-Asian and Latin American members therefore advanced a proposal whereby all member states in arrears should consult with the Secretary-General to work out arrangements, within the letter and the spirit of the Charter, to pay their assessments promptly. This suggestion received the support of most of the members of the Working Group.

The Working Group concluded its meetings on March 31 and submitted its report (Document A/5407) to the Secretary-General.

#### **Fourth Special Session**

The fourth special session opened in New York on May 14. In order to save time, the Assembly re-appointed the conference officers elected at the seventeenth session. The agenda for the session contained only two substantive items, the admission of Kuwait and the financial situation of the organization.

Before the opening of the session there were several member states the arrears of which exceeded their assessments for the previous two years, and which were therefore subject to the provisions of Article 19 of the Charter and the possible loss of their right to vote in the General Assembly. However, when the session opened, only Haiti was in this position, the other member states





*Section of the conference room in which the Fifth Committee of the UN General Assembly heard Secretary-General U Thant (third from left at desk in background) urge the necessity of ensuring that the United Nations would have funds to pay the cost of its operations in the Middle East and the Congo.*

having made payments that were reported to be sufficient to enable them to avoid the application of Article 19. The question of applying Article 19 to Haiti did not arise since the Assembly adopted its agenda without a vote and since the Haitian Delegation remained absent during plenary meetings. In spite of this, the matter was the subject of frequent corridor conversations and resulted in an exchange of letters dated May 14 and 15 between the President of the Assembly, Sir Zafrulla Khan, and the Secretary-General. The President indicated that, had Haiti been present and had a vote been called, he would have announced to the Assembly that Haiti was subject to loss of vote under the provisions of Article 19. Haiti subsequently paid \$22,500 of its regular budget arrears and its Delegation returned to the Assembly and participated in subsequent decisions. The question of what types of assessment constitute arrears has not been satisfactorily settled in spite of the Assembly's acceptance at the seventeenth session of the advisory opinion of the International Court of Justice concerning "expenses of the organization".

The question of the application of Article 19 received some formal attention when both the Soviet Union and Czechoslovakia outlined their positions in letters to the Secretary-General. They view voting rights under Article 19 as an "important question" under Article 18 of the Charter and therefore believe that a two-thirds majority vote is required to deprive a member of its right to vote. This



view is contrary to that held by most Western countries, which believe that the Charter is quite clear on this point and that loss of voting rights is automatic, since Article 19 states that a member "shall have no vote in the General Assembly when its arrears equal or exceed the amount of contributions due from it for the preceding two full years", provided its situation is not due to circumstances beyond its control.

The Fifth Committee held its first meeting on May 15 and devoted several weeks to general statements on the financing of peace-keeping operations. Statements in the general debate outlined national views and tended to repeat previously held positions either in the Working Group of 21 or at earlier sessions.

The major issues facing the session were:

- (a) to provide funds for the continuation of UNEF and ONUC in the last six months of 1963 and to apportion these costs among members;
- (b) to attempt to improve the organization's financial situation, particularly through the reduction of arrears, and
- (c) to decide whether to develop long-term arrangements for use by the Assembly in sharing the costs of future peace-keeping operations involving heavy expenditures.

### **Informal Discussions**

Simultaneously with the debate in Committee, representatives of Afro-Asian, Latin American and developed Western countries were meeting informally in an effort to reach agreement on methods of financing UNEF and ONUC in the last half of 1963. These discussions lasted for several weeks, and on occasion there seemed to be insufficient agreement to permit the negotiations to continue. This was particularly true when those engaged in the negotiations were discussing two other resolutions concerned with general principles and the collection of arrears, in addition to the UNEF and ONUC financing resolutions. The major points of disagreement centred on the less-developed countries' desire to include as principles subjective and political criteria for use in the determination of peace-keeping assessments. Considerable disagreement also existed on the details of the calculation of assessments for the less-developed countries, since these proposed rates were lower than the regular scale of assessments.

However, as a result of intensive and widespread negotiations, the representatives of the various groups subsequently agreed on a package of four draft resolutions. These resolutions were then submitted to the larger regional groups for their consideration and approval. The Afro-Asian group generally agreed with the texts of several of the draft resolutions but suggested certain amendments to other drafts. This led to the reopening of negotiations and to certain changes in the texts which had previously been agreed on in the negotiating group. On June 19, Chief Adebo (Nigeria), who had been chairman of the Working Group of 21, introduced the texts of the four draft resolutions which had been agreed upon by most delegates of the Afro-Asian, Latin American

and Western countries. He also introduced a fifth draft, which had been prepared by the Secretariat, on the extension of the period of sale of United Nations bonds. The following is an outline of the salient points in each of the five draft resolutions and the voting in plenary on June 27:

(a) A statement was made of five general principles for use by the Assembly as guidelines, in sharing, by assessed or voluntary contributions, the costs of future peace-keeping operations involving heavy expenditures. These were collective responsibility, the differences in the relative capacity to pay of the developed and the less-developed countries, the desirability of voluntary contributions, the "special" responsibilities of permanent members of the Security Council, and the possibility of reductions or increases in the assessment of states that were "victims" of or otherwise involved in events or actions leading to the establishment of a peace-keeping operation. This resolution also requested the Secretary-General to review appropriate administrative procedures in order to facilitate the Assembly's consideration of the financial implications of a peace-keeping operation, at the time the operation was authorized. This text was co-sponsored by 35 members, including Canada, and was ultimately adopted in plenary by a vote of 90 in favour, 11 against, with three abstentions.

(b) Thirty-one members co-sponsored a draft resolution on UNEF cost estimates and finances amounting to \$9.5 million for the period July 1—December 31, 1963, these costs to be apportioned according to the following formula: the first \$2.5 million to be shared according to the scale of assessments used in connection with the United Nations regular budget and the balance to be assessed on the basis of a scale under which the rates for the less-developed countries were calculated at 45 per cent of their regular budget scale of assessments. In order to meet the resulting shortfall, 26 member states, including Canada, were requested to make voluntary contributions. The Assembly subsequently adopted this draft by a vote of 80-11-16.

(c) The draft resolution on ONUC cost estimates and financing was co-sponsored by 31 countries, including Canada, and was similar in approach to the UNEF formula, except that for ONUC costs, estimated at \$33 million in the last half of 1963, the first \$3 million was apportioned according to the regular scale of assessments. This text was subsequently approved by the Assembly by a vote of 80-12-15.

(d) Canada and 32 members co-sponsored a resolution concerned with the collection of arrears which was based on the six-power Afro-Asian and Latin American proposal in the Working Group of 21. This resolution requested the Secretary-General to consult with members that were in arrears toward the UNEF and ONUC accounts and to work out with them arrangements, within the letter and the spirit of the Charter, including the possibility of payment by installment, for bringing their payments up to date. These arrangements were to be made before October 31, 1963. This draft was adopted by a vote of 79-12-17.

(e) The draft resolution extending the period of sale of United Nations bonds until December 31, 1963, was co-sponsored by the nine members that co-sponsored the original resolution which authorized the Secretary-General to issue United Nations bonds, and by Cameroun. This text was adopted in plenary by a vote of 93-12-14.

Once these resolutions had been introduced in the Fifth Committee, they provided the focal point that had been lacking in the earlier debate. A large number of delegations, including Canada's, made statements supporting the adoption of the five draft resolutions, while at the same time taking an opportunity to place on record views regarding particular aspects of some of the draft resolutions.

### **Final Stages**

During the final stages of the debate, two additional draft resolutions were introduced. The first of these was co-sponsored by five countries (Cyprus, Ghana, Ivory Coast, Nigeria and Pakistan). It requested the Secretary-General to study the desirability and feasibility of establishing a United Nations Peace Fund to be financed through voluntary contributions, and to report to the Assembly at its eighteenth session. This draft was subsequently adopted in plenary by a vote of 91-12-2. The second draft resolution was co-sponsored by six members (Cameroun, Cyprus, the Federation of Malaya, Ghana, Guinea, and Uruguay), and called for the continuation of the Working Group of 21. The Working Group was requested to: (a) recommend a special method for sharing equitably the costs of future peace-keeping operations; (b) consider suggestions regarding other sources of financing for peace keeping; and (c) explore ways and means of bringing about the widest possible measure of agreement among all members on the question of financing future peace-keeping operations. The Working Group was asked to report to the nineteenth session of the General Assembly. This draft resolution was adopted by 95-12-2.

During the session, several developments occurred that tended to have a significant effect on the outcome of the debate. One of these developments was the Secretary-General's opening statement in the Fifth Committee emphasizing the gravity of the organization's financial difficulties. He indicated that the growing cash deficit would reach such proportions in the autumn of 1963 that the United Nations would not have sufficient funds to meet its normal expenses for the month of October. He also urged the provision of adequate funds for the continuation of the operations in the Middle East and the Congo during 1963. He considered that this problem was a vital one, on which the effectiveness of the United Nations, and indeed its very survival, depended.

The second major development was the series of statements made by most members of the Soviet bloc in connection with their regular budget assessments. The Soviet Union and a number of other socialist states indicated that, in 1963 and in the future, they would not pay their share of costs assessed under the regular budget for:



- (a) the United Nations Truce Supervisory Organization;
- (b) the United Nations Commission on the Unification and Rehabilitation of Korea;
- (c) the Korean Memorial Cemetery Fund;
- (d) special missions; and
- (e) the servicing costs of the United Nations bond issue.

In addition, some of the Soviet-bloc countries indicated that they would pay their share of the expenses of the regular budget devoted to technical assistance in national currencies, which could only be used to provide national personnel and services. This was the first time that any member had specifically announced its intention to default on particular items in the United Nations regular budget. However, these announcements had little positive impact, since it was generally recognized that selective payment of regular budget assessments amounted to an attempt to impose a financial veto on certain of the organization's normal activities and would not lead to the development of an organization capable of effectively meeting its obligations and responsibilities under the Charter.

The third development concerned statements by a number of countries regarding their intention of paying their UNEF and ONUC arrears. During May and June, 10 countries made payments on their UNEF and ONUC account arrears. This hopeful trend is reflected in the Appendix, which outlines changes during the six-month period December 31, 1962, to June 30, 1963, in amounts due to the regular budget, UNEF and ONUC accounts and in total arrears. During this period, total arrears declined from \$123.9 million to \$105.1 million. The arrears of the ten Soviet-bloc countries account for approximately 60 per cent or \$62.5 million of the \$105.1 million of existing arrears (UNEF \$19.4 million, and ONUC \$43.1 million).

The fourth development of interest was the wide measure of support which all seven of the draft resolutions received during voting in both committee and in plenary. The only members to vote against the draft resolutions were the Soviet-bloc countries and France, which abstained on the UNEF financing resolution.

A final development was the considerable support evidenced for the idea of developing long-term financing arrangements for peace-keeping operations. While a solution to this problem was not found at the special session, steps were taken that may ultimately lead to agreement on methods that will provide a firm financial foundation for the organization's peace-keeping activities.

### **Canada's Position**

Canada played a leading and active role in the informal discussions and negotiations that led to the introduction of the four draft resolutions on general principles, UNEF and ONUC financing and the collection of arrears. Canada's basic objectives were to work toward a solution that would provide the necessary funds for the continuation of UNEF and ONUC in the last half of 1963 and to

endeavour to have the Assembly devise methods for improving the organization's financial situation both in the immediate future and in the long run. In attempting to achieve these basic objectives, Canada believes that the most equitable basis for financing United Nations peace-keeping operations lies in the development of long-term arrangements recognizing collective financial responsibility and relative capacity to pay. Canada has serious doubts about the desirability of the Assembly's attempting to employ subjective or political criteria in the apportionment of expenses, and would prefer to follow the present procedures used by the Committee on Contributions and the Assembly.

While Canada would have preferred to see the Assembly reach agreement on long-term financing arrangements, it was apparent that the appropriate time for the consideration of such methods had not yet been reached. It is to be hoped that events in the coming months will facilitate agreement and will lead to the adoption of financing methods that will provide the United Nations with the funds it requires to carry out its primary task of maintaining international peace and security.

Canada's Permanent Representative and Ambassador to the United Nations, Paul Tremblay, made two interventions during the special session, one during the general debate, in which he outlined Canadian views on financing peace-keeping operations, and the other during discussion of the draft resolutions, in which he indicated Canada's general support for all seven draft resolutions, but reiterated Canada's position on the elements and procedures which should be considered in apportioning the expenses of the organization.

## **Prospects**

As a result of decisions taken at the special session, the Assembly will probably consider several matters relating to the financing of peace-keeping at its eighteenth session. One of the most important questions to be considered at that time will be the financing of UNEF, and possibly of ONUC, during 1964. Another question that may arise is the application of Article 19 to member states that are in arrears and subject to the loss of their voting rights. While it is unlikely that any of the major contributors will be in this position in 1963, several of the smaller countries may still have sizeable arrears when the eighteenth session opens on September 17.

In addition to the above, the Assembly may consider at its eighteenth session three reports that the Secretary-General has been requested to prepare: (a) a review of appropriate administrative and financial procedures, to facilitate Assembly consideration of the financial implications of establishing a peace-keeping operation; (b) a report on the desirability and feasibility of establishing a United Nations Peace Fund; and (c) a progress report on the Secretary-General's consultations with member states in arrears.

As a result of developments at the special session, the Assembly has come a step closer to finding a solution to the long-standing and basic question of the

responsibility for the establishment, direction and financing of United Nations peace-keeping activities. While a solution is not yet in sight, events at the eighteenth and nineteenth sessions may indicate the extent to which member states are prepared to accept the idea of an international organization capable of maintaining international peace and security.

## APPENDIX

*Changes in Amounts Due to the United Nations Regular Budget, the UNEF Special Account and the Congo Ad Hoc Account and in Total Arrears, December 31, 1962, to June 30, 1963<sup>1)</sup>*  
(In Millions of U.S. Dollars)

As of	Amounts Due				Total Arrears
	Regular Budget	UNEF	ONUC	Total	
December 31, 1962	\$19.8	\$27.7	\$76.4	\$123.9	\$123.9
January 31, 1963	92.5	27.6	76.2	196.3	115.8
February 28, 1963	89.1	27.4	73.1	189.6	111.7
March 31, 1963	87.8	27.4	72.6	187.8	111.2
April 30, 1963	72.4	27.4	72.4	172.6	106.8
May 31, 1963	70.1	27.3	72.3	169.7	105.5
June 30, 1963	64.5	27.3	72.0	163.8	105.1

Source: United Nations documents ST/ADM/SER.B/168-175.

<sup>1)</sup>Amounts due include arrears owed on previous years' assessments and the unpaid balance of the present fiscal year's assessments. Assessments are due within 30 days after receipt of notice of assessment.

*The eighteenth regular session of the United Nations General Assembly is scheduled to be held in New York beginning Tuesday, September 17.*



# *Military Training Assistance to Nigeria*

NIGERIA, a country of nearly 360,000 square miles with an estimated population of more than 40,000,000, has felt the need for building up sufficient armed forces to maintain its security as an independent nation. Soon after achieving independence, the Government decided to press on with the training of the Army and to set up a Navy and Air Force. In the late summer of 1961, Defence Minister Muhammadu Ribadu made a tour of a number of friendly countries to explore the possibilities of supplementing the help provided by British military personnel. He visited Canada in September and discussed military assistance with the Secretary of State for External Affairs and the Minister of National Defence and their staffs. On the return of Mr. Ribadu, the Nigerian Government formally requested the Canadian Government to assist in the training of their armed forces.

In February 1962, Canada proposed to train in Canadian defence establishments 32 Nigerian cadets, ten from the Army, six from the Navy and 16 from the Air Force. The offer was accepted.

## **Training Programme**

The Army and Navy cadets arrived in Canada in September 1961. The Army cadets were graduates from the Nigerian Military Training Course, who had taken



*Nigerian and Canadian naval cadets meet at HMCS "Venture", Victoria, British Columbia.*

summer training with units of the Nigerian Army. They are now attached to the Royal School of Infantry at Camp Borden, Ontario. The Naval cadets had undergone their basic training at the Royal Nigerian Naval Base. They are at present receiving professional instruction in HMCS "Venture" at Victoria, British Columbia. It is expected that they will spend two years in Canada before completing their training.

The Air Force cadet-training programme was delayed until plans were set for the establishment of the Nigerian Air Force. It was decided that the cadets to be trained in Canada would form the nucleus of this Air Force. A Royal Canadian Air Force team under the direction of Wing Commander E. P. Sloan went to Nigeria in January 1963 to assist in the selection process. Of the 120 candidates who submitted to various tests, 16 were eventually selected. They arrived in Canada on February 17 to undergo training at the Officers Selection Unit and Central Officers School at Centralia, Ontario. Their instructional training is to be completed in June 1964.

Canada has also agreed to train ten Nigerian ratings in the Leading Engineering Mechanics Course and nine in the Engine Room Artificer Apprentices and Hull Technicians Course. These courses begin in the fall of 1963.

### **Terms of Agreement**

A Technical Assistance Agreement on Military Training was signed in Lagos on July 3, 1963. Mr. Ribadu signed on behalf of the Federation of Nigeria, and Mr. T. le M. Carter, the High Commissioner for Canada in Nigeria, signed for the Government of Canada. The Agreement stipulates that Canada will bear the cost of training in Canada, including rations and quarters for the trainees, provision of equipment and local travel. For its part, Nigeria pays salaries and allowances and costs of transportation to and from Canada.

Canada's training assistance to Nigeria is part of a general programme of military training assistance to the newer Commonwealth members. Military personnel from other Commonwealth countries are also undergoing training in Canada or are expected to receive military instruction in Canada in the near future. The Nigerian training scheme is the most ambitious, however, in that it provides basic training to cadets from the three Services. It is hoped that it will enable Nigeria to set up the nucleus of its Air Force and to strengthen considerably the Nigerian Army and Navy.

# *The North Pacific Fisheries*

## REGULATION BY INTERNATIONAL AGREEMENT

ABOUT 1936, Japanese fishermen began to take an intensive interest in the fisheries on the east side of the Pacific Ocean. Salmon and halibut stocks were being fully exploited by Canadian and United States fishermen under rigid conservation measures imposed on them by their respective governments either singly or jointly. From a practical point of view, the operations of nationals of other countries in such fisheries could best be regulated by mutual agreement. Following detailed discussions between Canada and the United States, and subsequent negotiations with Japan, the International Convention for the High Seas Fisheries of the North Pacific Ocean was signed by the three countries, ratified by each, and brought into force on June 12, 1953, for a minimum period of ten years.

The purpose of the Convention is to ensure the maximum sustained productivity of the fishery resources of the area concerned. The agreement provided for the establishment of the International North Pacific Fisheries Commission, consisting of four members from each of the parties, to promote and co-ordinate the necessary scientific studies and to recommend conservation measures required to secure the maximum sustained productivity of fisheries of joint interest.

### **The "Abstention Principle"**

Given the special situation of the fisheries of the Convention area, located on the high seas, an important aspect of the Convention was the "abstention principle" it embodied. Under this principle, participating states agreed to prohibit their nationals from fishing any stocks of fish which they had not exploited in the last 25 years, provided that such stocks were already being exploited to the full by other member states under conservation regulations based on continuing scientific research. In this context, Japan agreed to abstain from fishing for salmon, halibut and herring of North American origin, and Canada agreed to abstain from fishing for salmon in the eastern Bering Sea, where Canadians had not fished before. Such stocks are listed in the Annex to the Convention. The Convention also provided that:

- 1) After a five-year period, the Commission, which (as noted above) was established by the Convention, would annually determine, on the basis of scientific evidence, whether these stocks of fish continued to qualify for abstention within the terms of the Convention.
- 2) The Commission could recommend that any stock of fish be later added to the abstention annex of the Convention if it met the required qualifications.



- (3) The Commission could study and recommend conservation measures to be observed equally by any two or three of the parties interested in the exploitation of any stock not included in the abstention list.

The Commission has so far made four recommendations in keeping with (1) above. The first was in 1959, when the Commission recommended that herring off the coast of Alaska be removed from the abstention list. Then, in 1961, the Commission decided that herring off the coast of the United States mainland no longer qualified for abstention. Both these recommendations were approved by the three governments concerned and the annex was amended accordingly. As a result of an exhaustive study of the scientific evidence, the Commission determined at its annual meeting in Seattle in 1962 that the stocks of halibut in the eastern Bering Sea and of herring off the west coast of the Queen Charlotte Islands no longer met the qualifications for continued abstention. Accordingly, it recommended to the three governments that these stocks of fish be removed from the annex to the Convention. Furthermore, in keeping with (3) above, an interim meeting of the Commission was held in Tokyo in February of this year to develop conservation measures with respect to halibut stocks in the eastern Bering Sea in the event that the Commission's Seattle recommendation in respect to this fishery was approved. Both the Seattle recommendations and the conservation measures developed at Tokyo were approved by the three governments and the annex to the Convention was amended accordingly on May 8, 1963.

As already indicated, the International Convention for the High Seas Fisheries of the North Pacific Ocean was signed for a minimum duration of ten years. This elapsed on June 12, 1963, after which any of the three parties might terminate the treaty on one year's notice. At the request of Japan, a meeting of the parties was held in Washington from June 6 to June 21, 1963, to discuss the Convention. The Canadian delegation included senior officials of the Department of Fisheries, an External Affairs adviser, two technical advisers and two industry advisers familiar with the West Coast fisheries concerned. Mr. H. J. Robichaud, Minister of Fisheries, who attended the opening session of the conference, made the initial statement of the Canadian delegation.

### **A Second Conference Called**

Though the three delegations seemed to agree that a treaty was necessary for the protection of the fishing resources of the North Pacific Ocean, it became apparent during the meeting that there were differences as to what kind of treaty would best provide this protection. Because the delegations were unable at this time to resolve their differing views, it was agreed that it would be desirable to give further study to means of doing so in the light of the work of this conference. A second conference will, therefore, be convened early in the autumn of 1963, probably in Tokyo in September. The joint communique issued at the close of the meeting on June 21 summarizes the respective position of each delegation. It reads as follows:

## Communiqué

The meeting of the parties to the International Convention for High Seas Fisheries of the North Pacific Ocean which began on June 6 came to a close on June 21. During the course of the meeting, delegations from three countries reviewed the present North Pacific Fisheries Convention and discussed the new draft Convention proposed by the Japanese delegation to determine whether the Japanese proposal or the continuation of the present Convention with appropriate clarifications and undertakings would provide the better basis for resolving the North Pacific fisheries problems of the three parties.

### Japanese Position

The Japanese delegation, while recognizing the contribution the present Convention had rendered toward the stabilization of fisheries relations in the North Pacific Ocean among the three countries, stated that the abstention formula has in it intrinsic irrationality since it is, in their view, actually designed for the protection of fishery industries of certain countries rather than for the conservation of resources. The Japanese delegation clarified its position that Japan cannot continue the present Convention having the abstention formula as its base, not only because of the above essential reason, but because of the fact that the great changes which have taken place in the factual circumstances surrounding the Convention during the past ten years have given rise to many problems next to impossible of solution under the abstention formula. The Japanese delegation took the position that the most realistic and practical solution is to replace the present Convention with a new one. They explained that in the draft Convention the abstention formula is replaced by the principle that joint conservation measures will be established on a scientific and non-discriminatory basis, and that the fishery management conducted by Canada and the United States will be given due consideration in determining joint conservation measures.

### Canadian Position

Throughout the conference, the Canadian delegation supported the abstention principle on which the present Convention is based as a sound, workable principle designed to provide for conservation and rational utilization of special fisheries which would not long survive without it. Regarding certain difficulties in the application of the terms of the Convention which had appeared during the ten-year period since it came into force, the Canadian delegation expressed confidence that these problems could be solved through agreed understandings and interpretation of the articles of the Convention. They stated that experience showed that one of the important problems requiring solution was that caused by the intermingling of fully utilized stocks of halibut, which are under abstention,

with other stocks of bottom fish which are not under abstention. The Canadian delegation proposed that a just solution to this problem would be to agree that Japan, in carrying out fishing operations for bottom fish in the area south and east of the Alaskan peninsula, would not fish for halibut and would conduct the fishing operations in a manner which will not damage the halibut stocks. After a careful study of the new draft Convention submitted by the Japanese delegation, the Canadian delegation stated that the language of the draft Convention was very general and that no clearly defined principle was included which would form the basis for protection and continued development of the Pacific Coast fisheries of interest to Canadian fishermen. It was pointed out that Canadian salmon, halibut and herring fisheries had been developed to a productive level as a result of adherence by Canadian fishermen to restrictive fishing practices over many years and through costly development programmes.

### **United States Position**

The United States delegation commented on the rapid growth of Japanese fisheries under the present Convention. They pointed out that, with the understandings and clarifications proposed by the United States delegation, this Convention would provide an even more effective instrument for resolving North Pacific fishing problems, including those resulting from the westward migrations of Bristol Bay salmon. The United States delegation stated that the Japanese draft Convention was unsuitable in many important respects. They considered that such criteria as it included were so general as surely to lead to great difficulties in implementation and would provide little assurance regarding the actual conservation measures which could finally be agreed upon by a commission established to administer its provisions. They believed that the present Convention including the principle of abstention provides a clearly defined procedure for dealing with a special situation where certain stocks of fish have been made more productive by extraordinary efforts directed to research, strict limitations on fishing and other constructive measures. The present Convention also has provisions for conservation of stocks not qualifying for abstention in terms that are simpler and more straightforward than the draft Convention proposed by Japan. The United States delegation concluded that the present Convention provided the best basis for resolving current North Pacific fishery problems and would provide sound and progressive precedents for the development of international practice in this field.

The conference discussed at length the proposals and views of the three delegations, but was unable at this meeting to reach agreement on terms for the future co-operation of the three countries on North Pacific fishery matters. The three delegations considered that the conference had been very useful in promoting mutual understanding of the views of each of the three parties.

It was agreed that it would be desirable to give further study to means of resolving the different views of the three countries in the light of the work of



this conference. The conference therefore decided to adjourn and recommend to the three governments that efforts to reach agreement be renewed at a second conference to be convened early in the fall of 1963. The conference took note of the hope of the Japanese delegation that the next meeting be held in Tokyo in September.

## *The Papal Succession*

THE DEATH of His Holiness Pope John XXIII on June 3 and the coronation of His Holiness Pope Paul VI were events followed with much sympathy and interest throughout Canada. On June 3, the following tribute was paid to the late Pope by the Prime Minister:

"May I, on behalf of the Government and people of Canada, express my deep and profound sympathy on the death of His Holiness, Pope John XXIII. During the relatively short period of his Pontificate, His Holiness won the admiration and deep respect of people of all religious faiths. His dedicated service to the cause of Christian unity, to the freedom and welfare of mankind and, above all, to the realization of the ideals of peace, which only recently he expressed so movingly and impressively, set an example for all men. His loss will be deeply felt in Canada, as it will throughout the world; but we are the richer for the inspiration of his life, his words and his work."

Further tribute was paid by the Canadian Government in the appointment of a special mission consisting of the Honourable A. K. Hugessen, Q.C., Member of the Senate, the Honourable Lionel Chevrier, Q.C., P.C. and Mr. Jules Leger, Canadian Ambassador to Italy, to represent Canada at the funeral of the late Pontiff.

On the occasion of the election of His Holiness Pope Paul VI, the Prime Minister sent the following message of congratulations:

I extend to your Holiness sincere congratulations and good wishes on behalf of the Government of Canada as you take up the high office to which you have been called. May I express the hope that the years of your reign will be blessed in every way, and more particularly that mankind will witness the peace among men toward which I know you will strive.

The coronation of Paul VI was held on June 30 and for this occasion the Honourable John J. Connolly, OBE, Q.C., Member of the Senate, Pierre Dupuy, C.M.G., Canadian Ambassador to France, and Jules Leger, Canadian Ambassador to Italy, were appointed to represent Canada.

## *Visit of Prime Minister of Australia*

IT WAS with special pleasure that the Canadian Government welcomed the July 4-6 visit to Ottawa of Sir Robert Menzies, Prime Minister of Australia since 1949. Sir Robert travelled to Ottawa immediately after delivering the Thomas Jefferson Memorial Oration on July 4 at Monticello, Virginia. Only a



*The Acting Prime Minister of Canada, the Honourable Lionel Chevrier (left), discusses Canadian-Australian relations with the Prime Minister of Australia, the Right Honourable Sir Robert Menzies, during the latter's July visit to Ottawa.*



few days previously he had been invested by Her Majesty Queen Elizabeth II with the knighthood of the Order of the Thistle. While in Edinburgh, Mr. Menzies also received an honorary degree from the University.

During his short Ottawa visit, Sir Robert met members of the Canadian Cabinet and had discussions on matters of mutual interest to both countries with the Honourable Lionel Chevrier, Minister of Justice, and with the Prime Minister, the Right Honourable L. B. Pearson, at his summer residence at Harrington Lake.

In a press conference on July 5, the Australian Prime Minister informed his audience not only of his pleasure at being once more in the Canadian capital and renewing acquaintances with many members of the Cabinet, but of his hope that the Canadian Prime Minister would be able to visit him in Australia toward the end of the year.

# *External Affairs Inspection Service*

ONE of the main problems confronting the Department of External Affairs, with its decentralized and far-flung operations, is how to maintain effective liaison between headquarters in Ottawa and missions abroad. Even with modern means of communication, the distances separating missions from the policy-making centre tend to interfere with the implementation of both political and administrative objectives. Members of the service at posts abroad may feel, after periods of absence from Canada, that they are getting out of touch with developments affecting Canadian foreign policy and with decisions and immediate requirements that may have an influence on departmental administration. In Ottawa, it is difficult to assess a mission's operations objectively without firsthand knowledge of the local situation, and it is not always possible to evolve the most efficient and the fairest administrative regulations on the basis of limited knowledge of the wide variety of conditions obtaining at each of the Department's 77 offices abroad. The morale of the personnel of the Department is also an important element in the efficiency of its operations, yet problems of this nature are particularly difficult to solve at long distances.

## **Postwar Problems**

The need to expand the opportunities for close liaison between posts and headquarters became particularly apparent during the Department's postwar period of accelerated expansion, when informal methods, appropriate to a small service, became outdated. As a result of this expansion, there were, on the one hand, an ever-increasing volume of economic, political and consular reporting from missions and, on the other, a corresponding need for direction from Ottawa to ensure that such reports would be edited to meet departmental requirements. The expansion in the number and variety of posts was accompanied by a corresponding increase in the number of foreign service personnel at home and abroad and in the volume and variety of administrative problems to be handled.

As early as 1947 the Department instituted an *ad hoc* system of visits to certain posts by senior officers, who were asked to study local problems and to give advice as to possible solutions. Later, liaison teams made up of departmental personnel temporarily seconded for the purpose and experts from other government departments were sent to visit posts in different geographical areas. It was not until 1956, however, that availability of staff permitted the establishment of a permanent Inspection Service, with continuing responsibility for liaison visits. The work of this Service can be outlined in general terms as follows:

- (a) To arrange for periodic visits to posts abroad of liaison teams so that the work and performance of each post in all its aspects — political, functional, representational and administrative — may be reviewed in relation to departmental requirements;

- (b) To recommend the composition of liaison teams, to provide personnel for these teams, and to be responsible for their briefing;
- (c) As a result of the liaison visits, to make recommendations for a more efficient and economical operation of the service, and to follow up on the implementation of these recommendations if they are approved.

Early in 1956 a start was made on a systematic coverage of External Affairs posts abroad, and by the end of 1959 all posts in existence at that time had been visited at least once by a liaison team. The present schedule of visits calls for the sending of a liaison team to each post every three years. Liaison tours are systematically arranged to various parts of the world in turn and seven or eight posts are covered in the course of a tour of average length.

### **Liaison Teams**

The Inspection Service is a small unit headed by a senior foreign service officer, who normally serves as a member of a liaison team. Liaison visits to posts abroad are seldom, however, purely an External Affairs exercise. Close co-operation with the Department of Trade and Commerce has existed from the beginning, and several liaison teams have included a representative of that Department, whose duty it is not only to examine the Trade and Commerce operations at the post but to discuss problems of common concern to the two departments. A number of other government departments in Ottawa are also closely associated with and have a continuing interest in the operations of the foreign service, particularly in the administrative field. Representatives of, for example, the Civil Service Commission and the Treasury Board have been liaison team members on a number of occasions and have thus been given an opportunity to study at first hand questions which later may come before these agencies for decision.

### **Preparing for Inspection Tour**

One of the first steps in the preparation for a liaison tour is an approach to other interested government departments with a view to obtaining at least one outside member for the liaison team. At the same time, the missions to be visited are asked to propose specific questions they would like to discuss with the team, and divisions in the Department of External Affairs in Ottawa are similarly asked to provide briefing notes on matters that may or should come up during the visit to each post. The time the liaison team will spend at the post varies according to the size of the office and its problems. In general, visits range in length from two or three days at one or two officer posts to a week or ten days at larger centres such as London or Washington.

It is of course difficult for the members of the liaison team to form an objective assessment of the situation at a post after only a limited period of exposure. No hard and fast rules are laid down to govern the team's method of operation. Experience has shown, however, that it is useful and important to establish contact with all Canadian members of the staff by a series of personal interviews



soon after the team's arrival at the post. These interviews are often extended to include some or all members of the locally-engaged staff and provide an opportunity not only for a discussion of personal problems but also for the team members to form an accurate picture of the post's activities. Subsequently the liaison team, either individually or collectively, turns its attention to all aspects of the post's operations, e.g., its reporting functions, consular and information work, and office administration. Out of this examination of specific aspects of the mission's work and discussions with the head of mission may come recommendations regarding changes in method, increases or decreases in staff, rearrangement of duties or other steps designed to help or to improve the post's operations. On their return to Ottawa the External Affairs members of the liaison team outline their findings in a report to the Under-Secretary and make whatever recommendations they may consider necessary. A copy of this report is sent to the head of mission concerned for his information and its contents are brought to the attention of the interested divisions in the Department.

The role of the Inspection Service is essentially an advisory one and its officers have no executive authority to put liaison team recommendations into effect. They do, however, have a follow-up responsibility and their close liaison with other divisions in the Department provides ample opportunity not only to discuss the feasibility of their recommendations but also to make the first-hand knowledge gained from the liaison tours available when required. The recommendations of a liaison team sometimes result in the immediate solution of a particular personnel or other problem. These immediate benefits are important, particularly from the point of view of morale. The long-term advantages of a well-planned programme of liaison visits are perhaps responsible, however, for the greatest benefit to the Department, its posts abroad and to the members of the foreign service. Periodic visits to a wide variety of Canadian missions, many of them operating under totally different conditions, provide an excellent opportunity to compare problems and their solutions, to discuss departmental policy with those responsible for its implementation in the field and to lay the groundwork for improvements in departmental procedures and regulations.

It has been decided to expand the role of the Inspection Service by having it examine certain features of the operations and organization of the Department in Ottawa, in addition to its periodic visits to missions abroad. The work of each division will be reviewed from time to time to ensure that the Department is making efficient use of personnel and to determine whether administrative procedures are appropriate or should be improved. So far three divisions have been inspected, and this has been a valuable opportunity for the divisions concerned to review responsibilities, staffing and procedures. It is expected that this continuous review of establishment and operations will assist in achieving full and efficient employment of staff in each division. Thus, in solving immediate problems and in long-term planning at home and abroad, the Inspection Service plays an important part in the administration of the Department of External Affairs and the implementation of Canadian foreign policy.

# *External Affairs in Parliament*

## **The United States and West Berlin**

*The following statement was made to the House of Commons on July 3 by the Honourable Paul Martin, Secretary of State for External Affairs:*

Perhaps I may deal with a question asked yesterday . . . whether the Canadian Government was consulted by the Government of the United States prior to President Kennedy's announcement in West Germany that he was willing to risk destruction of American cities in the defence of West Berlin.

In answer to that question I would say that as to the specific terms used by the President in West Germany, Canada was not consulted. However, there is of course close and continuous consultation among all NATO countries on such matters as Berlin. President Kennedy's remarks in Berlin on the indivisibility of freedom . . . were a reiteration of long-standing NATO policy. They are in complete accord with Article 5 of the North Atlantic Treaty, which states that an armed attack against one or more NATO members in Europe or North America shall be considered an attack against them all. The remarks are also consistent with the communique on Berlin issued by the North Atlantic Council in ministerial session on December 16, 1958, in which the alliance fully associated itself with the determination of the three protecting powers, the United States, Britain, and France, "to maintain their rights with respect to Berlin".

Under the circumstances, there was no requirement for any special consultation in this instance.

## **Spaak-Khrushchov Interview**

*Asked on July 9 if he intended to "make available to the House the report to be given to member governments of NATO by Mr. Spaak, Foreign Minister of Belgium, who has recently had what may be regarded as an important interview with Mr. Khrushchov", Mr. Martin said:*

. . . I am sure that all Members of the House are interested in the important talks which have taken place between the Foreign Minister of Belgium and Premier Khrushchov. Whether the nature of these talks can be disclosed is, of course, a matter that does not depend on action by this Government. I should point out, however, that reports to the NATO Council by member governments are confidential and . . . that nothing should be done to impair the valuable process of consultation in NATO. I am sure we are all grateful to the distinguished and experienced Foreign Minister of Belgium for having accepted the invitation of Chairman Khrushchov to discuss with him important matters involving East-West relations at this very important time in world history.

## Withdrawal of UN Troops from the Congo

*Mr. Martin was asked on July 10 whether the announcement by the United Nations Secretary-General that the UN force was to be withdrawn from the Congo "means that the situation in that country is so stable that the danger has passed" or whether it signified "that the U.S.S.R. and other members of the United Nations who have refused to pay their proportionate share of the cost of these peace-keeping operations have in fact won their point and established a financial veto". His reply was as follows:*

. . . As the House is aware, the end of the Katanga secession removed the need for large numbers of United Nations troops in the Congo. In these circumstances it is my understanding that the Secretary-General, deeply concerned about the heavy drain on United Nations financial resources, hopes to withdraw United Nations forces from the Congo as soon as possible. The Canadian Government both shares his concern and supports his objective in this regard.

. . . At the special Assembly of the United Nations, arrangements were made for the financial obligations arising out of the peace-keeping operations of the United Nations in the Congo and UNEF until the end of 1963. What would have been the situation in respect of the Congo after 1963 but for the financial position in which the United Nations has found itself remains a conjecture. Undoubtedly the situation would have been easier if all member states of the organization had paid up both their normal assessments and what we believe to be their obligations with regard to peace-keeping operations. It remains simply to say this, that the operations in the Congo of the peace-keeping force of the United Nations, notwithstanding very great difficulties, represents the great utility, the great purpose and the indispensability of the United Nations in situations like this.

When I reported to the House on June 25 about developments at the fourth special session of the United Nations General Assembly, I was referring exclusively to the problems of financing the peace-keeping operations in the Middle East and the Congo. The arrangements made at the special session had to do mainly with the problem of finding funds for those operations for the six-month period ending December 31, 1963. No progress was made on the problem resulting from the refusal of the Soviet Union and certain other states to pay their share of the peace-keeping assessments.

The continuation of this undesirable situation, and the heavy burden of these peace-keeping expenditures, and the substantial increase in the size of the regular United Nations budget for other administrative costs, have prompted the Secretary-General to make urgent pleas for strict economies in all fields of United Nations activity. In Geneva yesterday he was voicing his worries in relation to programmes of economic and social development. . . .



## Military Assistance to India

*On July 16 Mr. Martin said, in reply to a question as to "whether Canada's contribution under the Commonwealth-United States military aid programme to India is now taking the form of men as well as military supplies":*

As the House is aware, Canada agreed to take part in a joint Commonwealth-United States air-defence mission which went to India last January. This was in accordance with a decision made by the previous Government. The report of the mission has been carefully considered, and the need to protect Indian cities against possible air attacks from the north has been recognized. However, we have reached the conclusion that we do not have the equipment or the personnel which would allow us to provide effective assistance to India in that particular field. It has been decided, therefore, that Canada should not be a party to current arrangements which might be concluded between India and other governments which may be in a better position to assist.

. . . Canada has given assistance to India altogether apart from the proposed exercise which formed the basis of the question. . . . Canada has supplied eight "Dakota" aircraft, five "Otter" aircraft, 36 "Harvard" aircraft, personal military clothing, nickel for defence production, and training.

*To an inquiry, on July 19, "whether the United Kingdom and the United States have asked Canada to join in air exercises or air protection for India", Mr. Martin replied:*

. . . There have been discussions on this subject between the Governments of the United States and the United Kingdom. There have been a number of reports from abroad which were highly inaccurate, particularly in their reference to the possible role of Canada in relation to this matter. It has in fact been well known for more than six months that, for a number of reasons, including the lack of appropriate equipment, Canada would not be making its contribution to India's defence needs in the way suggested by these reports from abroad.

This decision was taken by the former Government in January of this year, and it was reaffirmed by Canada to the United Kingdom in the month of June. As I indicated on July 16, our contribution has taken other forms, which we have reason to believe were most welcome to the Government of India. I can assure the House that the military, political and economic considerations were exhaustively studied by the Canadian Government before it reached the decision and before there was confirmation of that decision. The Canadian Government is fully aware of its Commonwealth responsibilities and has kept in close touch with the Government of India and other governments concerned with that country's defence needs; and we will continue to do so.

## Situation in Laos

*Mr. Martin made the following statement to the House on July 23:*

One year ago today, on July 23, 1962, an international agreement on the Laotian question was signed at Geneva. The 13 governments whose representatives signed that agreement solemnly declared that they would "respect and observe in every way the sovereignty, independence, neutrality, unity and territorial integrity" of the Kingdom of Laos.

Unfortunately during the past year there has not been much progress in that direction. The administration and armed forces of Laos have not been integrated. The country remains divided and there has been a renewal, on a limited scale, of fighting. The International Commission of which Canada, India and Poland are members, has not been allowed to circulate freely through the country in order to supervise the implementation of the agreement.

However, the International Commission has made a number of limited investigations and on May 17, 1963, three majority reports were submitted by the Canadian and Indian Commissioners, the Polish Commissioner having declined to associate himself with them. In accordance with the Geneva Protocol, these reports are strictly factual, but from a reading of them it is quite clear that the Pathet Lao and their dissident neutralist allies are responsible for the recent deterioration of the situation in Laos.

. . . Canada will, of course, continue, as a member of the Commission, to strive for Laotian unity and neutrality, the objectives of the Geneva Agreement of 1962.

## Twelve-Mile Fishing Zone

*Asked on July 23 whether "nationals from other countries are still fishing within the 12-mile limit off Canada's coast, according to historic rights", Mr. Martin said:*

. . . Nationals from other countries are still fishing within the 12-mile limit off Canada's coasts. It will be recalled that the Prime Minister announced in this House on June 4 that the proposed 12-mile exclusive fisheries zone would be established as of mid-May 1964. It is possible that some nationals from other countries contend that they are fishing within 12 miles of Canada's coasts in accordance with historic rights. It will be recalled that in the Prime Minister's statement he said that the Government recognizes that the establishment of a 12-mile exclusive fisheries zone and the implementation of the straight base line system may necessarily have implications for other countries which have treaty fishing rights or claims to historic fishing rights off Canada's shores. Any action taken by Canada on these matters will take into consideration the interests of the countries thus affected.

## Nuclear Test Ban Agreement

*The following statement was made to the House on July 25 by the Prime Minister, the Right Honorable L. B. Pearson:*

. . . I am sure all Hon. Members of the House will welcome the agreement which was initialled today in Moscow for the cessation of nuclear tests in the atmosphere, in outer space and under water. This achievement, when it comes into force after signature, will be of the greatest importance not only in removing a major source of harmful radiation but because of the prospect it holds out for further improvement in East-West relations. The participants in the Moscow negotiations are deserving of our deep gratitude and our warm congratulations.

Despite the optimism which has justifiably been generated by the agreement concluded in Moscow, it would be unrealistic to ignore the fact that it is no more than a first step in the direction of the much more basic accord which will be needed to ensure world peace and security. We have still to remove the difficulties which stand in the way of a more comprehensive test ban, including underground tests. It is imperative, moreover, to ensure that any such agreement will command world-wide support. Indeed, it will require universal acceptance if it is to be truly effective.

Moreover, even in agreeing to a comprehensive test ban binding on all states, we shall have dealt only with one small segment of the problems involved in working out a programme of general disarmament and effective methods for the peaceful settlement of disputes. To accomplish this complex task will require prolonged and patient effort. We must not allow the present atmosphere of success to mislead us into thinking that it will be easily or quickly achieved.

At the same time we should in no way underestimate the importance of this unprecedented first step. It not only provides the momentum for further advances, but demonstrates that they are feasible and can be achieved through the realization of a common interest and by a concerted and determined effort. Significant changes in the thinking of the Soviet leaders, of which there are signs, could hold out still greater prospects for a far-reaching East-West settlement.

A balanced appraisal of the present international situation should not for a moment suggest that all barriers to a genuine *détente* are down. It would be naïve and even dangerous to have any such illusions. But what has happened does make plain that no one can afford to ignore any opportunity to press forward with negotiations aimed at a broader international understanding. So far as this Government is concerned, and indeed I think it would be true of any Canadian Government, we shall use to the utmost whatever influence and power we can bring to bear in assisting the speediest possible realization of this objective.

I understand that the present treaty will be open to all states, and it is to be hoped that the original signatories will make every effort to encourage the widest possible participation. I wish to assure the House that for its part the Canadian Government is ready now to become a party to the agreement.



## APPOINTMENTS AND TRANSFERS IN THE CANADIAN DIPLOMATIC SERVICE

- Miss M. A. Macpherson posted from Ottawa to the Permanent Mission of Canada to the United Nations, New York. Left Ottawa June 21, 1963.
- Mr. G. D. MacKinnon posted from Ottawa to the Canadian Embassy, Djakarta. Left Ottawa June 25, 1963.
- Mr. R. K. Henry posted from Ottawa to the Office of the High Commissioner for Canada, London. Left Ottawa June 27, 1963.
- Mr. J. D. Hughes posted from the Canadian Embassy, Mexico, to Ottawa. Left Mexico June 28, 1963.
- Mr. L. J. Wilder posted from the Delegation of Canada to the International Supervisory Commission, Vietnam, to Ottawa. Left Saigon June 28, 1963.
- Mr. G. C. Cook posted from the Canadian Embassy, Washington, to Ottawa. Left Washington June 30, 1963.
- Mr. C. D. Fogerty appointed to the Department of External Affairs as Foreign Service Officer 1, effective July 1, 1963.
- Mr. R. H. G. Mitchell appointed to the Department of External Affairs as Foreign Service Officer 1, effective July 1, 1963.
- Mr. R. Reeves appointed to the Department of External Affairs as Foreign Service Officer 1, effective July 1, 1963.
- Mr. J. M. Roberts appointed to the Department of External Affairs as Foreign Service Officer 1, effective July 1, 1963.
- Mr. J. F. Tanguay appointed to the Department of External Affairs as Foreign Service Officer 1, effective July 1, 1963.
- Miss N. M. Thain appointed to the Department of External Affairs as Foreign Service Officer 1, effective July 1, 1963.
- Mr. G. C. Vernon appointed to the Department of External Affairs as Foreign Service Officer 1, effective July 1, 1963.
- Mr. S. M. Scott retired from the Department of External Affairs, effective July 2, 1963.
- Mr. G. E. Hardy posted from the Canadian Embassy, Vienna, to Ottawa. Left Vienna July 2, 1963.
- Mr. W. B. Colpitts appointed to the Department of External Affairs as Foreign Service Officer 1, effective July 3, 1963.
- Mr. C. S. Gadd posted from the Canadian Embassy, Djakarta, to the Office of the High Commissioner for Canada, Port of Spain. Left Djakarta July 4, 1963.
- Mr. E. J. Bergbusch posted from Ottawa to the Canadian Embassy, Tel Aviv. Left Ottawa July 5, 1963.
- Mr. J. R. Francis posted from Ottawa to the Canadian Embassy, Djakarta. Left Ottawa July 5, 1963.
- Mr. K. C. Brown posted from Ottawa to the Canadian Embassy, Washington. Left Ottawa July 5, 1963.

- Mr. A. R. Potvin posted from Ottawa to the Canadian Embassy, Beirut. Left Ottawa July 6, 1963.
- Mr. A. C. Lapointe posted from Ottawa to the Canadian Embassy, Cairo. Left Ottawa July 7, 1963.
- Mr. A. Rive, Canadian Ambassador to Ireland, posted to Ottawa. Left Dublin July 7, 1963.
- Mr. M. Shenstone posted from the Canadian Embassy, Cairo, to the Canadian Embassy, Washington. Left Cairo July 7, 1963.
- Mr. J. O. Parry posted from the Permanent Mission of Canada to the United Nations, New York, to Ottawa. Left New York July 9, 1963.
- Mr. M. P. F. Dupuy posted from Ottawa to the Canadian Embassy, Brussels. Left Ottawa July 11, 1963.
- Mr. G. Rejhon posted from Ottawa to the Canadian Embassy, Oslo. Left Ottawa July 11, 1963.
- Mr. M. Gauvin posted from the Canadian Embassy, Leopoldville, to the National Defence College, Kingston. Left Leopoldville July 12, 1963.
- Mr. D. K. Doherty posted from the Office of the High Commissioner for Canada, Port of Spain, to Ottawa. Left Port of Spain July 13, 1963.
- Mr. D. H. Burney appointed to the Department of External Affairs as Foreign Service Officer 1, effective July 15, 1963.
- Mr. L. S. Clark appointed to the Department of External Affairs as Foreign Service Officer 1, effective July 15, 1963.
- Mr. T. D. Monaghan posted from the Canadian Consulate General, New York, to Ottawa. Left New York July 19, 1963.
- Mr. S. C. H. Nutting posted from Ottawa to the Canadian Embassy, Quito. Left Ottawa July 25, 1963.

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## TREATY INFORMATION

### Current Action

#### **Bilateral**

##### **Federal Republic of Germany**

Agreement between Canada and the Federal Republic of Germany on the settlement of disputes arising out of direct procurement.

Signed at Bonn August 3, 1959.

Instruments of Ratification exchanged at Bonn September 21, 1962.

Entered into force July 1, 1963.

##### **Nigeria**

Agreement between Canada and Nigeria governing the training in Canada of military personnel from Nigeria.

Signed at Lagos July 4, 1963.

Entered into force July 4, 1963.

## Multilateral

Declaration of Understanding of the Northwest Atlantic Fisheries Convention.

Done at Washington April 24, 1961.

Canadian Acceptance deposited September 15, 1961.

Entered into force June 5, 1963.

Agreement to supplement the Agreement between the parties to the North Atlantic Treaty regarding the status of their forces with respect to foreign forces stationed in the Federal Republic of Germany.

Done at Bonn August 3, 1959.

Canada's Instrument of Ratification deposited December 11, 1961.

Entered into force July 1, 1963.

Protocol of signature to the supplementary Agreement.

Done at Bonn, August 3, 1959.

Entered into force July 1, 1963.

Agreement to implement Paragraph 5 of Article 45 of the Agreement to supplement the Agreement between the parties to the North Atlantic Treaty regarding the status of their forces with respect to foreign forces stationed in the Federal Republic of Germany.

Done at Bonn, August 3, 1959.

Canada's Instrument of Ratification deposited December 11, 1961.

Entered into force July 1, 1963.

Administrative Agreement to Article 60 of the Agreement to supplement the Agreement between the parties to the North Atlantic Treaty regarding the status of their forces with respect to foreign forces stationed in the Federal Republic of Germany.

Done at Bonn, August 3, 1959.

Entered into force July 1, 1963.

Amendments to the International Convention for the Prevention of Pollution of the Sea by Oil, 1954.

Done at London March 26, 1962.

Canada's Instrument of Acceptance deposited July 5, 1963.

Protocol to the International Convention for the Northwest Atlantic Fisheries.

Done at Washington July 15, 1963.

Signed by Canada July 15, 1963.

## Publication

*Canada Treaty Series 1962 No. 9.* Exchange of Notes between the Government of Canada and the Government of Mexico constituting an agreement permitting amateur radio stations of Canada and Mexico to exchange messages or other communications from or to third parties. Mexico. July 30, 1962. Entered into force August 29, 1962.

*Canada Treaty Series 1962 No. 11.* Exchange of Notes between the Government of Canada and the Government of Norway enlarging the scope of the aircrew training agreement between the two countries. Oslo, July 20, 1962. Entered into force July 20, 1962.

*Canada Treaty Series 1962 No. 12.* Exchange of Notes between the Government of Canada and the Government of Greece concerning the exchange of defence science information. Athens July 17 and 18, 1962. Entered into force August 18, 1962.





# EXTERNAL AFFAIRS

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## *Contents*

*September 1963*

The Nuclear Test Ban Treaty .....	318
United Nations Security Council .....	320
Visit of President of Tanganyika .....	323
United Nations Conference on Trade and Development .....	325
External Affairs Finances .....	327
Apprenticeship of a Diplomat .....	332
<i>Forthcoming Conferences</i> .....	334
<i>Appointments and Transfers in the Canadian Diplomatic Service</i> .....	335
<i>Treaty Information</i> .....	336

# The Nuclear Test Ban Treaty

*The Secretary of State for External Affairs, the Honourable Paul Martin, issued the following statement on August 8, on the occasion of Canada's signature of the nuclear test ban treaty:*

The opening today for signature by all states of the treaty signed in Moscow on August 5 by the United States, the United Kingdom and the Soviet Union banning nuclear tests in the atmosphere, in outer space and under water represents a significant milestone in the prolonged international effort to bring about agreement on the cessation of nuclear testing. The event represents a triumph for patience and sanity in a world which has grown accustomed to the harsh overtones of the Cold War. We in Canada are convinced that, with time and further persistent negotiation, it will be possible to extend the area of agreement to cover testing in all the environments. In the meantime, it is desirable that all states adhere to the treaty in its present form as quickly as possible since its provisions can become fully effective only if they command world-wide support. It is for this reason that Canada has moved promptly to accept the obligations of the partial test-ban treaty which all nations now have the opportunity to assume.

It is important that we see this treaty in its proper perspective — both for the benefits it will immediately bring and the limitations from which it suffers. First and foremost, it will, when it comes into force, have the effect of removing the most serious source of radioactive contamination of the atmosphere and the



*Mr. Arnold C. Smith, Canadian Ambassador to the U.S.S.R., signing the test-ban treaty in Moscow on August 8, 1963.*



oceans, which constitutes such a hazard to human health and future generations. This in itself is a gain which every Canadian can fully appreciate and, I am sure, will heartily welcome. Secondly, as I have already indicated, this treaty does not constitute a comprehensive test ban but it should have the effect of creating an improved climate of confidence in which the total prohibition of testing may become negotiable. Thirdly, it is not a disarmament measure but it will go a long way towards restricting the further development of nuclear weapons, both qualitatively and quantitatively. One can hope that, building upon this present accomplishment, real measures of disarmament may also become more readily negotiable. Finally, the fact that it has been possible for the major powers to reach agreement is evidence of significant changes which may be taking place in the thinking of the Soviet leadership. It would be both premature and rash to assume that the Cold War will cease as a result of the signature of this limited instrument. On the other hand, it has now been demonstrated that agreement can be achieved by patient exploration of areas of common interest. The Canadian Government pledges itself to exert its influence towards a continuation of negotiations aimed at broader international understanding.

# United Nations Security Council

SPECIAL MEETING, JULY 1963

AT THE REQUEST of 32 independent African states, the Security Council met from July 22 to August 7 to discuss the situation in the three Portuguese African territories of Angola, Mozambique and Portuguese Guinea, and to consider developments in the Republic of South Africa arising from the South African Government's policy of *apartheid*. The present members of the Council are Norway, Brazil, Venezuela, Ghana, Morocco and the Philippines, and the five permanent members are Britain, China, France, the U.S.S.R. and the United States of America.

## Portuguese Territories

The Foreign Ministers of Sierra Leone, Tunisia, and Liberia, with the Finance Minister of the Malagasy Republic, had been delegated to present to the Council views agreed on at the meeting of African heads of state in May at Addis Ababa.\* They pointed out that General Assembly Resolution 1542 (XV) of December 15, 1960, had declared the territories under Portuguese administration to be non-self-governing territories within the meaning of Chapter XI of the Charter, while Resolution 1514 (XV) of December 14, 1960, had declared *inter alia* that immediate steps should be taken to transfer all powers to the people of these territories without any conditions or reservations, in accordance with their freely-expressed wishes, without distinction as to race, creed, or colour in order to enable them to enjoy complete freedom and independence. They recalled that, at its seventeenth session, the General Assembly had passed Resolution 1807 (XVII) on December 14, 1962, which urged Portugal to recognize the rights of the peoples of its territories to self-determination and requested the Portuguese Government to set up freely-elected and representative political institutions in these territories. The Assembly had also passed Resolution 1819 (XVII) on December 17, which called on the Security Council to take appropriate measures, including sanctions, to bring about Portuguese compliance with outstanding United Nations resolutions on Angola. The four Ministers told the Council that Portugal had failed to act on these resolutions and argued that strong steps by the Security Council were necessary.

In reply, Dr. Alberto Franco Nogueira, the Portuguese Foreign Minister insisted that no racial discrimination existed in Portugal's overseas territories and that recent reforms had given the people an adequate voice in government. He invited the four Ministers to visit the territories to examine the situation.

\*See "External Affairs", July 1963, P. 271.

#### **Four-Member Resolution**

On July 31, after five days of debate, the Security Council adopted a resolution submitted by Ghana, Morocco and the Philippines and amended by Venezuela. The Council confirmed earlier resolutions of the General Assembly and Security Council concerning Portuguese territories, deprecated Portugal's continued refusal to implement the resolutions, and asserted that the situation in the territories was disturbing to peace and security in Africa. The Council called on Portugal to recognize the right of the peoples of its African territories to self-determination and independence, to withdraw all Portuguese forces from the territories, to allow the free functioning of political parties, to negotiate with the representatives of these parties for the transfer of political power, and to grant independence to the territories immediately afterward in accordance with the aspirations of the peoples.

The Council also requested that all states refrain from offering the Portuguese Government any assistance that would enable it to continue its present policy in its overseas territories and to prevent the sale and supply of arms and military equipment for this purpose to the Portuguese Government.

Finally, the Council requested the Secretary-General to report to the Council by October 31 on the implementation of the provisions of the resolution.

The resolution was adopted by a vote of 8-0, one more than the seven votes required. The United States, Britain and France abstained. Their representatives explained that, while their Governments supported the principle of self-determination for the Portuguese territories in Africa, they objected to certain provisions of the resolution. The United States representative, Mr. Adlai Stevenson, did not specify the provisions to which his Government objected. The British representative, Sir Patrick Dean, declared that only the administering power had the right to determine the means by which self-determination should be granted. Mr. Roger Seydoux of France argued that the resolution went beyond the authority granted the United Nations under its Charter. Both the United States and British representatives told the Council that their Governments were already enforcing an embargo on the export of arms to Portugal for use in Africa and that they would continue to do so.

#### **South Africa**

On July 31 the Ministers from Sierra Leone, Tunisia, Liberia, and the Malagasy Republic presented the views of 32 African states on the South African Government's policy of *apartheid*. They considered the situation in South Africa to be "explosive" and "constituting a serious threat to international peace and security", as a direct result of the *apartheid* policy and "repressive laws aimed at the destruction of liberty in South Africa".

South Africa was invited to present its case before the Council but, in a letter to the President of the Council declining the invitation on the grounds that the matters involved "fall solely within the jurisdiction of a member state",



Mr. Eric Louw, the South African Foreign Minister, defended his Government's policies as leading toward "self-government, friendship and co-operation by and among different races, each in its own area".

At the seventeenth session of the General Assembly, a very strong resolution on *apartheid* (1761 (XVII) of November 6), co-sponsored by 32 African and Asian delegations, had been passed by a large majority. It contained recommendations that each member state should impose diplomatic and economic sanctions on South Africa to force its Government to abandon its racial policies. It also requested the Security Council to impose sanctions on South Africa and to consider its expulsion from the United Nations.

On August 7 the Council adopted a resolution submitted by Ghana, Morocco, and the Philippines. The resolution recalled earlier resolutions of the Security Council and General Assembly, and the two interim reports of the special committee on *apartheid*, and asserted that the situation in South Africa was "seriously disturbing" international peace and security. The Council accordingly deprecated the racial policies of South Africa as inconsistent with the principles of the Charter, called on the Government of South Africa to abandon its policies of *apartheid* and discrimination, called on all states to cease the sale and shipment of arms, ammunition, and military vehicles to South Africa, and requested the Secretary-General to report to the Security Council on the situation in South Africa by October 30.

The Council had rejected a paragraph of the original resolution that would have called for a general boycott of trade with South Africa. Ghana, Morocco, the Philippines, the U.S.S.R. and Venezuela supported the proposed boycott, while the other Council members abstained. The amended resolution was passed by 9-0, with Britain and France abstaining.

## *Visit of President of Tanganyika*

**D**R. JULIUS NYERERE, the President of Tanganyika, paid a brief private visit to Ottawa on July 19 and 20 as the guest of the Canadian Government. He was accompanied by Mr. Oscar Kamona, Minister of External Affairs and Defence for Tanganyika, and a party of officials.



*President Julius Nyerere of Tanganyika is greeted on his arrival in Ottawa by Prime Minister L. B. Pearson.*



Dr. Nyerere was flown from New York to Ottawa in a Canadian Government aircraft on the morning of July 19. He was met at Uplands Airport by Prime Minister Pearson and was guest of honour at a lunch given by the Prime Minister. After lunch President Nyerere met with Prime Minister Pearson and the Secretary of State for External Affairs, the Honourable Paul Martin, for informal discussions on the implications of recent developments in Africa. President Nyerere spoke at length of the East African Federation of Tanganyika, Kenya and Uganda, which is to be established later this year. In the evening, the Speaker of the House of Commons gave a dinner in honour of the President.

President Nyerere returned to New York on the morning of July 20.

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#### NATO COMMANDER IN OTTAWA



NATO's new Supreme Allied Commander for Europe, General Lyman L. Lemnitzer of the United States, paid his first formal visit to Canada on July 23 and 24 for discussions with members of the Government and officials. General Lemnitzer, who succeeded General Norstad as SACEUR at the beginning of this year, is pictured above with (from left to right) the Minister of National Defence, Mr. Hellyer; the Prime Minister, Mr. Pearson; and the Secretary of State for External Affairs, Mr. Martin.



# *United Nations Conference on Trade and Development*

ON DECEMBER 8, 1962, the United Nations General Assembly adopted a resolution to convene a Conference on Trade and Development not later than early 1964.\* This decision was taken within the context of the United Nations Decade of Development and it was generally agreed that the Conference should devote itself mainly to the trade and development problems of the less-developed countries. A 32-nation Preparatory Committee (including Canada) was established to ensure that careful and adequate arrangements were made for the Conference. The Preparatory Committee was called on to report to the United Nations Economic and Social Council (ECOSOC), and the latter was given the responsibility to decide, in the light of the progress made by the Preparatory Committee, when the Conference should actually be convened.

The Preparatory Committee has met twice — in New York from January 22 to February 5 and in Geneva from May 21 to June 29 — and has given consideration to the problems affecting the economic growth and development of the less-developed countries. In addition to defining those that are felt to be of major importance, it has suggested lines of action along which solutions might be sought. In so doing, the Preparatory Committee has developed agenda for the Conference under the following broad headings:

1. Expansion of international trade and its significance for economic development.
2. International commodity problems.
3. Trade in manufactures and semi-manufactures.
4. Improvement of the invisible trade of developing countries.
5. Implications of regional economic groupings.
6. Financing for an expansion of international trade.
7. Institutional arrangements, methods and machinery to implement measures relating to the expansion of international trade.

At its recently concluded thirty-sixth session in Geneva, ECOSOC adopted a resolution to the effect that the UN Conference on Trade and Development should be convened on March 23, 1964, in Geneva, and should continue until June 15. The resolution also called for a third meeting of the Preparatory Committee to begin in New York on February 3, 1964, to complete the final arrangements for the Conference.

The United Nations Conference on Trade and Development will be the largest international gathering dealing with trade since the United Nations Con-

\*See "External Affairs", Volume XV No. 2, February 1963, Pp. 59-60.

ference on Trade and Employment in Havana in 1946. All members of the United Nations will be invited to attend, and the Conference will open and close at ministerial level. Five committees of the whole have been established to deal with:

1. International commodity problems.
2. Trade in manufactures and semi-manufactures.
3. Improvement of the invisible trade of developing countries.
4. Institutional arrangements, methods and machinery to implement measures relating to the expansion of international trade.
5. Expansion of international trade and its significance for economic development, and the implications of regional economic groupings.

Dr. Raul Prebisch of Argentina, who has been appointed Secretary-General of the Conference, was Executive Secretary of the United Nations Economic Commission for Latin America (ECLA) from 1950-1963.

# *External Affairs Finances*

THE FUNCTIONS of the Finance Division of the Department of External Affairs are, in general, as follows:

- (a) to co-ordinate efforts within the Department to assess accurately its financial needs and to be responsible for the preparation of estimates;
- (b) to control the funds voted by Parliament for the operational needs of the Department;
- (c) to finance Canadian missions abroad and to ensure that, throughout the Department and its missions, the requirements of the Financial Administration Act are adhered to;
- (d) to assist other divisions in establishing systems and procedures to meet their special needs in the financial aspect of their daily operations;
- (e) to arrange for the travel of departmental personnel to and from posts abroad and the travel of persons appointed to represent Canada at international conferences;
- (f) to arrange for the payment of Canada's assessments and contributions to international and Commonwealth organizations;
- (g) to maintain liaison with the Comptroller of the Treasury and the Auditor General (through their representatives attached to the Department) and with the Treasury Board staff on the auditing, processing, clarifying and reporting of departmental expenditures.

## **Estimates Procedure**

The main estimates are planned to cover requirements for the full course of the fiscal year for all programmes that have been authorized before the preparation of the estimates. They do not provide for new functions or programmes that have not been specifically approved by Cabinet or by the Treasury Board. The estimates include only those estimated amounts for which disbursements are to be made during the current fiscal year. Estimated amounts are determined as accurately as possible, in view of the circumstances when calculations are made, on the expected cost of each operation, function or service among the various items of the estimates of the Department.

The estimates in final form are recommended by the Secretary of State for External Affairs to the Treasury Board, where they are carefully examined. At the conclusion of the Board's deliberations they appear in the form of the Main Estimates Blue Book.

Supplementary estimates are dealt with in a similar manner but on a smaller scale, and cover only those items that were underestimated or unforeseen at the time of the preparation of the main estimates.

Departmental estimates can be divided roughly into three groups: those dealing with personnel establishments, those that concern operational and capital



programmes, and those pertaining to Canada's participation in international organizations and related programmes.

### **Personnel Establishments**

The first category deals with personnel establishments. After careful examination within the Department, proposed changes in establishments are referred to an interdepartmental committee consisting of members of the Department, a representative of the Civil Service Commission and a representative of the Treasury Board acting as chairman. The recommendations of this committee, when endorsed by the Minister and the Civil Service Commission, are submitted to Treasury Board and included in the estimates for the ensuing fiscal year.

### **Operational and Capital Programmes**

The second category, dealing with operational and capital programmes of the Department, follows a different procedure of computation. In late summer, each post abroad and each division of the Department submits in detail its proposed financial requirements for the coming year, itemized by type of expenditure. The requests are examined in the Department in the light of past expenditures, anticipated future costs and the continuing need of the operation or project. Tentative estimates for the entire Department are then compiled and submitted to a group of senior officials of the Department for approval.

### **International Activities**

The final category of estimates — those dealing with Canada's participation in international organizations and related programmes — is dealt with in still a different manner. Assessments for membership in and budgetary contributions to international organizations in which the Canadian Government participates are determined by the organizations, usually on a percentage basis. Any new commitments in the form of contributions or grants to international programmes or organizations are decided on during the course of the year in consultation with the Department of Finance and *after* Cabinet approval of the proposed participation. This final category of expenditures represents by far the largest part of the Department's estimates.

### **Standing Committee on External Affairs**

After printing, the estimates are tabled in the House of Commons. Thereafter it is "resolved" by the House that 35 members of Parliament compose the Standing Committee on External Affairs; these are listed by name (a quorum being ten), and it is "ordered . . . that the Committee be empowered to examine and enquire into all such matters and things as may be referred to it by the House, and to report from time to time its observations and opinions thereon, with power to send for persons, papers and records." The House subsequently orders that the estimates of the Department of External Affairs be withdrawn from the Committee of Supply and referred to the Standing Committee on External Affairs. The

Secretary of State for External Affairs, the Under-Secretary of State for External Affairs and certain other officials of the Department attend the meetings of the Committee. The Secretary of State for External Affairs usually makes an opening statement. Thereafter, questions are asked by members of the Committee and information provided by those in attendance from the Department. Minutes of Proceedings and Evidence are printed, indicating the names of witnesses appearing before the Committee. Fourteen meetings were held by the Committee on the 1960-61 estimates before recommending them to the House for approval on April 27, 1960.

When the estimates of the Department are considered by the House for final approval the Secretary of State for External Affairs makes an opening statement on the international situation. Thereafter, Members of the House discuss matters relating to the Department. In line with the usual custom when estimates of a department of government are under discussion in the House, the Minister is assisted by two departmental officials available "on the floor of the House".

### Growth of Department

The activities of the Department have increased steadily in the post-war period as Canada has entered into diplomatic relations with an increasing number of countries and accepted increased responsibilities in international affairs. As a member of the United Nations and of various international organizations and agencies, Canada's financial obligations abroad have greatly increased since 1946, especially in the field of economic assistance to the developing nations.

The following table of appropriations for the fiscal years 1946-47 to 1962-63 indicates the growth of Canada's responsibility outside its own borders:

Fiscal Year	Total Appropriations (Public Accounts)	Grants and Con- tributions to International Organizations, including External Aid Programmes. (Percentage of total appropriations)	Number of Missions Abroad
1946-47	6,771,835	1,187,950 (18%)	23
1948-49	16,084,010	8,135,600 (51%)	37
1950-51	23,275,976	15,084,353 (65%)	47
1952-53	41,288,853	30,913,779 (75%)	49
1954-55	45,275,774	32,697,307 (72%)	57
1956-57	61,909,924	46,319,659 (75%)	61
1958-59	93,367,829	75,600,165 (81%)	62
1960-61	105,732,092	85,894,780 (81%)	67
1962-63	88,585,808	64,206,004 (72%)	70*

\*The accreditation in recent years of 29 heads of post to one or more countries in addition to their countries of residence has considerably increased Canada's official representation abroad, without, however, increasing the actual number of missions.

The figures on page 329 show an increase of \$98,960,257 in the Department's appropriations between 1946-47 and 1960-61. Of the 1946-47 appropriations, approximately 82 per cent of the total related directly to the operational expenses of the Department (including its missions abroad) and the remaining 18 per cent represented contributions to international organizations. In 1960-61 this proportion was almost reversed, some 81 per cent of the total being for contributions to international organizations and external-aid programmes and the remaining 19 per cent for the operation of the Department.

In the same 14-year period, the cost of running the Department increased by 355 per cent. The establishment of the Department (Civil Service and local staff) increased during the past ten years to 2,249 in 1963-64 from 1,495 in 1953-54, an increase of just over 50 per cent.

The External Affairs appropriations in 1962-63 were approximately 2.4 per cent of the total appropriations for the Canadian Government (\$3,649,772,221).

### **Finance—General**

Each year, if the estimates have not been passed by the House before April 1, the Department operates financially on "interim supply" voted by the House. Interim supply is usually 1/12 of the printed estimates (estimated funds) in each vote and an additional 1/12 is released monthly until such time as the estimates are passed by the House.

Once funds have been made available, the Finance Division enters the second phase of its operations, controlling the annual expenditure of monies voted by Parliament and the collection of revenue. Generally speaking, departmental expenditures fall under the following headings: Departmental Administration (running of the home office); Representation Abroad (running of the missions); Capital (construction and furnishing of missions); Contributions to International Economic and Special Aid Programmes; and Payments to International Organizations and Agencies. Revenue derived from the sale of passports and the collection of consular fees amounts to approximately \$900,000 annually.

The expenditure and revenue functions are governed by many varied regulations and directions. The form of executive regulations and directives varies depending on their origin — the Governor-in-Council, the Cabinet or the Treasury Board; the regulations emerge as Orders-in-Council, Cabinet Directives, or Treasury Board Minutes or Directives. The function of the Treasury Board is "to act as a committee of the Privy Council on matters relating to finance and the administration of the Public Service". The Board is established by authority of the Financial Administration Act and is composed of the Minister of Finance as chairman and five members of the Privy Council.

Other activities of the Finance Division include making payments to international organizations, processing and approving travel and removal claims, making arrangements for Canadian participation at international conferences, financing of missions, and the collection of refunds from "distressed Canadians" who received assistance from missions abroad.



The Division's responsibility in the above matters is largely one of financial administration rather than accounting. The Comptroller of the Treasury assigns to the Department a Chief Treasury Officer and supporting staff responsible for: "(1) The application of sound accounting practices; (2) the control of payments out of the Consolidated Revenue Fund; (3) the interpretation of statutes and appropriations; (4) advising and co-operating with departments". It is in the office of the Chief Treasury Officer that accounting records, cheque issue, mission accounts and related documents are kept.

A representative of the Auditor General is also attached to the Department.

The salaries and allowances paid monthly to members of the Foreign Service abroad are paid out by Canadian dollar cheque. The personal financing of employees abroad is, therefore, a matter for individuals in conjunction with their Canadian bank. On the official side, each mission maintains one or more accounts at a local bank. Signing officers are designated and funds are drawn monthly from a letter-of-credit held by the mission. Each mission abroad pays locally for its day-to-day operations, including, among other things, local staff salaries, payment of office rent, and the costs of repairs and upkeep. Missions are required to submit their financial returns monthly for audit by the Chief Treasury Officer and his staff attached to the Department in Ottawa.

# *Apprenticeship of a Diplomat*

THE DEPARTMENT of External Affairs recruits 15 to 20 officers a year, and sometimes more. This year, for instance, 25 were admitted. In earlier days, when the departmental staff was small, a family atmosphere prevailed, which made for quick and easy contacts between the new officers and their seniors, the former being able to share immediately the experience of the latter. Young officers were trained on the job and completed their initiation by attending a series of talks given by senior officers on various aspects of the practical side of the career.

Owing, however, to the considerable expansion of the Department, this method is no longer sufficient to enable young diplomats to benefit by the experience of their elders. The young officer finds it difficult to obtain a general picture of the Department's work, as well as sufficient knowledge of the various offices and services, which have become considerably diversified with the expansion of Canada's interests abroad. Furthermore, these offices and services are scattered throughout half a dozen buildings in Ottawa, a fact that makes the newcomer's task no easier.

It was, therefore, decided in 1962 that new officers should undergo a period of training under the direction of an experienced but still young diplomat, who would act as their adviser, and as an intermediary between the new officers and their elders on the one hand and the Department itself on the other.

## **Preparing for First Posting**

While in training, the young officer spends periods of two weeks to three months in half a dozen sections of the Department, where he becomes familiar with the main duties he will have to perform as a third secretary during his first posting: information and consular work, administration and book-keeping. He is not expected, of course, to become an expert in any of these matters during the first year, but he should acquire enough knowledge to be able, while abroad, to handle any of them with the co-operation of the clerks at his post, under the direction of the head of mission and following written or telegraphic consultation with Ottawa if necessary.

In the field of information, for instance, the young officer must learn how to make his country known, how to supply documentation to newspapers and universities, show films, etc. His duty is also to see that Canada is held in good repute in other countries.

With regard to consular functions, one of the first duties of a mission abroad is to look after Canadian citizens who are visiting on business or pleasure or for any other reason.

Administrative work and book-keeping are made up of a series of more or

less routine tasks essential to the proper functioning of a mission: the maintenance of diplomatic offices and residences, attention to staff needs, repairs, furniture, and supplies of various kinds. The better the upkeep and management of a mission, the more time its members have to concentrate on the essentially diplomatic activities for which they are trained.

### **Initial Political Training**

Having acquired a working knowledge of the above-mentioned operations during a period of 10 or 12 months, the young officer, before posting, is assigned to a political office, or sometimes to two. Theoretically, this will be the section that deals with the affairs of the country of his future assignment. The average stay of a new officer in Ottawa before posting is, therefore, a year and a half—less in some cases, more in others. During that time, he will also have to participate in a series of talks, free discussions on various aspects of life abroad, the different climates (physical or political) to be found, national cultures, religions, customs, etc. These discussions will be attended by a certain number of senior officers who will share their experience with the new officers by answering all the questions they wish to ask. Some of the discussions will bear on problems of a more technical nature, such as that of the integration in an Embassy of the various activities of the military, commercial, cultural and diplomatic staffs or the special problems of diplomacy at international conferences, a medium that is used more and more frequently. Diplomacy at the United Nations or within NATO operates according to rules that do not always apply to ordinary bilateral diplomacy,

The period of training also includes various sessions of practical work that it would be tedious to describe in detail. In short, the main objective of the programme is to initiate young diplomats, before their posting, in the practice of diplomacy, more particularly Canadian diplomacy, the tradition of which, though short, is already rich and complex.



## FORTHCOMING CONFERENCES

### **Joint U.S.-Canada Committee on Trade and Economic Affairs**

The Joint United States-Canada Committee on Trade and Economic Affairs, which was established in November 1953, will hold its eighth meeting in Washington on September 20 and 21, 1963. The Committee met last in Ottawa on January 12 and 13, 1962. It is the practice to have the meetings alternate between Ottawa and Washington.

Canadian Ministers attending the Washington meeting will include the Secretary of State for External Affairs and the Ministers of Finance, Trade and Commerce, Agriculture and Industry. The United States will be represented by the Honorable Dean Rusk, Secretary of State, the Honorable Douglas Dillon, Secretary of the Treasury, the Honorable Luther H. Hodges, Secretary of Commerce, the Honorable Charles S. Murphy, Under-Secretary of Agriculture, the Honorable George W. Ball, Under-Secretary of State, and the Honorable John A. Carver, Jr., Assistant Under-Secretary of the Interior.

### **Canada-Japan Ministerial Committee**

The second meeting of the Canada-Japan Ministerial Committee, which was established in June 1961, will be held in Ottawa on September 25 and 26. The first meeting of this Committee took place in Tokyo in January 1963, when discussions were held on all aspects of the relations between Canada and Japan. It was agreed then that the second meeting should be held in Ottawa.

## APPOINTMENTS AND TRANSFERS IN THE CANADIAN DIPLOMATIC SERVICE

- Mr. I. L. Head resigned from the Department of External Affairs effective May 27, 1963.
- Mr. R. V. Gorham posted from Ottawa to the Office of the High Commissioner for Canada, New Delhi. Left Ottawa July 19, 1963.
- Mr. C. Hardy posted from the Canadian Embassy, Paris, to Ottawa. Left Paris July 26, 1963.
- Mr. J. M. Cook posted from the National Defence College, Kingston, to Ottawa. Left Kingston July 26, 1963.
- Mr. J. B. C. Watkins retired from the Public Service effective July 26, 1963.
- Mr. J. R. Barker posted from the Office of the High Commissioner for Canada, London, to Ottawa. Left London July 28, 1963.
- Mr. K. C. Brown posted from Ottawa to the Canadian Embassy, Washington. Left Ottawa July 28, 1963.
- Mr. D. Westrop posted from the Canadian Embassy, Brussels, to Ottawa. Left Brussels July 30, 1963.
- Mr. J. G. Maranda resigned from the Department of External Affairs effective July 31, 1963.
- Mr. P. A. Howard posted from Ottawa to the Canadian Embassy, Brussels. Left Ottawa August 1, 1963.
- Mr. M. F. Yalden posted from Ottawa to the Canadian Embassy, Paris. Left Ottawa August 2, 1963.
- Mr. A. Napier posted from Ottawa to the Canadian Consulate General, Chicago. Left Ottawa August 3, 1963.
- Mr. C. S. Gadd posted from Ottawa to the Office of the Canadian Commissioner, Port-of-Spain. Left Ottawa August 5, 1963.
- Mr. J. M. Déry posted from the Canadian Embassy, Tel Aviv, to the Canadian Delegation to the International Supervisory Commission to Cambodia, Phnom Penh. Left Tel Aviv August 9, 1963.
- Mr. T. Wainman-Wood posted from the Canadian Embassy, Paris, to Ottawa. Left Paris August 11, 1963.
- Mr. R. L. Elliott posted from Ottawa to the Office of the High Commissioner for Canada, London. Left Ottawa August 15, 1963.
- Mr. C. J. Small posted from Ottawa to the Office of the High Commissioner for Canada, Karachi. Left Ottawa August 19, 1963.
- Mr. G. Charpentier posted from Ottawa to the Canadian Embassy, Rome. Left Ottawa August 19, 1963.

## TREATY INFORMATION

### Current Action

#### Bilateral

##### Greece

Exchange of Notes between Canada and Greece constituting an Agreement covering a Canadian gift to Greece of one million dollars worth of food products.

Athens, August 7, 1963.

Entered into force August 7, 1963.

#### Multilateral

Treaty banning nuclear weapon tests in the atmosphere, in outer space and under water.

Done at Moscow August 5, 1963.

Signed by Canada in London, Washington and Moscow, August 8, 1963.

Protocol for the accession of Spain to the General Agreement on Tariffs and Trade.

Done at Geneva April 30, 1963.

Signed by Canada August 22, 1963.



# EXTERNAL AFFAIRS

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## *Contents*

*October 1963*

The Prime Minister Addresses the UN .....	338
Canada-U.S. Economic Co-operation .....	349
United Nations General Assembly .....	352
Canadian Food Gift to Greece .....	367
The Supplies and Properties Division .....	368
Forthcoming Conferences and Meetings .....	379
Appointments, Transfers and Resignations in the Canadian Diplomatic Service .....	379

# *The Prime Minister Addresses the UN*

*The Right Honourable Lester B. Pearson, Prime Minister of Canada, spoke as follows in the general debate at the eighteenth session of the United Nations General Assembly on September 19, 1963:*

I WISH FIRST of all, Mr. President, to congratulate you on your election to the high office you now hold. As one who has himself occupied that chair, I know that it is always demanding, often difficult, and occasionally an uncomfortable one, but your record and your personal qualities assure us that you will fill it with satisfaction to the Assembly, distinction to yourself, and honour to your country.

Some years have passed since I last had the honour to represent my country at the United Nations. My first words on my return must be to reaffirm Canada's strong and continuing support for our world organization and our desire to do what we can to help realize the ideals of its Charter.

## **Change and Growth of United Nations**

From this rostrum, I am happy to recognize many old friends and respected colleagues. But I am also conscious of the fact that the eighteenth session of the General Assembly of 1963 reflects the great changes that have taken place in the organization since I was here, and that, in turn, reflect changes that have taken place in the world. Not the least of these changes is the admission of many newly-independent states whose distinguished representatives now add their wisdom and influence to the Assembly's deliberations.

Their presence is a reminder, which we should not need, that there can be no enduring peace and security in the world until all men are free, with the right to determine their own form of political life and the duty to display the responsibility that alone gives meaning to freedom.

For 18 years now, the United Nations has continued the search for effective ways to promote the purposes and principles of its Charter. In the broad balance-sheet, the credit column remains favourable, even if limited by international fears and misunderstandings. Our task remains, as it has always been, to reduce, and ultimately sweep away, those limitations.

Of all the changes of the past few years, none has been more dramatic than the emergence of new and free nations in Africa. This emergence has had a profound effect on the political evolution of the United Nations and on international affairs generally. It has also added heavy responsibilities to our organization in many fields of activity. Finally, it has given new and urgent emphasis to two major questions of our time, colonialism and racial discrimination; both of which, we should not forget, can exist in many forms and have no common political pattern.

New states have brought United Nations membership closer to the goal of universality. They have also brought inescapable problems of growing pains. This process of growth and adjustment is bound to be difficult. How could it be otherwise? It requires patience and tolerance and understanding on the part of all members, new and old.

There are new members that are small states with large problems of political, economic and social development. There are older members that are big states facing new and gigantic problems. Many of these result from their own great strides in science and technology. These advances have given entirely new dimensions to the threat of war and even to human survival, but they have also made possible a new era of progress and plenty surpassing any previous human achievement. The challenge to the world community, then, is a dual one, both negative and positive.

The problem of armaments, especially nuclear armaments, must be solved before scientific advances move it beyond man's reach. The disparity in economic and social development among nations must be corrected before it creates an unbridgeable gulf between "have" and "have-not" nations. It is the duty and interest of all members of the United Nations to see that this swift march of science and technology does not lead either to the universal destruction of war or to intolerable differences among nations in human welfare and social progress. Only through constructive and co-operative international endeavour can these two grim results be avoided.

### **UN Peace Keeping**

The Congo crisis, about which I should like to say a word, has once again shown that these two things, security and welfare, are interrelated, parts of the same problem. That operations in the Congo were sustained in the face of great odds and obstacles is a stirring tribute to the courage and devotion of the servants of the United Nations. It is a witness also to the determination of the majority of its members that the United Nations should not fail in its Congo mission. This mission, broadly stated, was to cushion the transition from dependent to independent status, a pattern that may again be needed in other colonial situations not yet dealt with.

The Congo mission has raised in an acute form the main problems of peace keeping of the United Nations—problems of political control, executive direction, financial means and administrative co-ordination. From the Congo, new experience not yet fully assessed had been added to that gained from earlier peace-keeping operations. Canada does not share the doubts that have been raised about the nature and purposes of this United Nations action. We felt that intervention in the Congo was a test that this organization had to accept and a duty which it could not shirk. We believe that this kind of important, if necessarily limited, peace-keeping activity has now moved beyond the stage of first experiment. We believe that it has become a practical necessity in the conduct of international affairs and should be provided for as such.





*Prime Minister Pearson addresses the United Nations General Assembly.*

### **Strengthening UN Arbitrament**

A main task of our organization, therefore, should now be to strengthen and improve its capacity in this field, learning from the failures and successes of the past and seeking more effective ways to perform this function in the future. There will, of course, always be some situations in which the United Nations should not be asked to intervene, either because the intervention would be outside the Charter, contrary to the Charter, or because it would be beyond the United Nations capacity and therefore bound to fail. But there will be other situations where its intervention will be important, perhaps even essential, for keeping the peace, or preventing small conflicts from developing into big ones; for these there surely should be the advance international planning and preparation without which no national government would dream of acting.

I am, of course, aware that a few members disagree categorically with this peace-keeping conception of the United Nations and that they argue that most of the peace-keeping operations of the past have been illegal. They would have us believe that the most stirring and compelling phases of the preamble to the Charter are hollow, that the first purpose enunciated in Article 1 has no practical application. There are other members who are doubtful or indifferent or cynical regarding this aspect of our work. Both categories reflect attitudes which have forced the organization to improvise in carrying out tasks that have been imposed on it by the decisions of the Assembly or the Security Council. Those who are responsible for the necessity of such "crash" action are often

the first to criticize the United Nations when the results are disorderly, delayed or inadequate.

The Secretary-General in a recent speech (I believe it was at Harvard University) has emphasized the advantage it would be "if countries would, in their national military planning, make provision for suitable units which would be made available at short notice for United Nations service and thereby decrease the degree of improvisation necessary in an emergency".

I believe we should now support this appeal by putting into effect those arrangements, which are increasingly becoming necessary, including a compact planning team of military experts that would provide the advice and assistance the Secretary-General should have for organizing emergency peace-keeping operations.

### **Canada's UN Forces**

National governments can also improve their own arrangements for assisting such operations. My own country now maintains forces, trained and equipped for the purpose, which can be placed at the disposal of the United Nations on short notice for service anywhere in the world. In case we are required to do more in the future, we have recently given the Secretariat detailed information on what we can most readily provide to meet further requests for assistance.

In this co-operative peace-keeping activity we have been associated with many states and in many places far removed from Canada — in Kashmir, in Palestine, in Gaza and Sinai, in Lebanon, in the Congo, in West New Guinea and in Yemen. Each situation has posed its own problems and suggested its own solutions. But always, running through it all, our own experience has taught us one thing — the importance of advance planning and organization, both within our national establishment and within the international organization. We should be happy to share our experience with others who have participated with us in the past in United Nations peace-keeping operations, as well as with those who might wish to do so in the future. To this end we propose that there should be an examination by interested governments of the problems and techniques of peace-keeping operations. This could lead to a pooling of available resources and development in a co-ordinated way of trained and equipped collective forces for United Nations service, to meet possible future demands for peace-keeping or police action under the blue flag of the world organization and at the request of that organization. The Scandinavian member states, in their formation of a composite Nordic contingent for United Nations police and peace duties, have shown the way. We should now, I believe, try to make further progress along those lines, and my country would be proud to initiate steps for this purpose.

### **Basic Reappraisal**

There are other fundamental United Nations questions to be dealt with, questions of constitutional reform, organization and administration, of financing and pro-



cedural methods. A comprehensive reappraisal should, I think, be made of certain basic questions, such as Charter reform, which have been pushed into the background of our thinking because of recurring tension in international relations leading to the fear that the questions themselves might contain the seeds of possible further friction. I am not proposing that this Assembly should decide that the Charter should now be reviewed with a view to making drastic change and reforms. That, of course, would not be possible, and perhaps not desirable, at this moment. But I am suggesting that at this session, in order that the United Nations can act more effectively in its various fields of responsibility, we should make a conscious effort to deal with certain problems we have been avoiding.

### **Enlargement of Principal Councils**

I have already mentioned the need for adequate and balanced representation in the main organs of the United Nations. Since the membership first began to expand in 1955, we have recognized that there had to be some adjustment and enlargement in the composition of the Councils and of the Secretariat to reflect the changed geographical pattern of membership. To be fully effective, United Nations machinery and organization should adequately reflect the present membership, without giving undue weight to any single factor, whether it be military or industrial strength, population or financial contribution, politics or race or geography.

To this end, I believe that the Security Council and the Economic and Social Council should be enlarged in order to permit a better balance in their composition. We should not, however, confine our interest to representation. We should be even more concerned about powers and functions.

### **Lack of Unanimity**

I am thinking particularly of the Security Council. Its record in recent years, for reasons which we all understand, has been one of diminishing returns. We are all aware of the main reason for this — the lack of the essential unanimity among the great powers. That unanimity is still lacking; but this year, for the first time in the post-war period, we can perhaps begin to hope that improved political relations between the great powers may make possible the restoration to the Security Council of the high executive function which it was designed to fulfil.

We might also consider how to modify the Council's function to make it more effective as the instrument of political action for the United Nations. Indeed, the time may be at hand for a Security Council that can keep continuing watch on the affairs of the organization as a whole, in much the same way as the executive committees operate in the Specialized Agencies.

If the enlarged Security Council were given a properly balanced composition, with sufficient safeguards as regards voting rights, it could conceivably become



the main arena for political decision on questions which require urgent action. It could assume responsibility for many of the items that now lie heavily on the agenda of every session of the General Assembly. Such a Council could be in session virtually throughout the year and make it possible to cut drastically into the excessive time and energy now consumed by Assembly proceedings.

### **Relations of UN and Regional Bodies**

There is another change that might be considered. The United Nations will inevitably remain the central world forum for international discussion and recommendation on a wide range of subjects. We already have, in addition, regional groupings of states, in Europe, Africa and Latin America. Other groupings conceivably may be formed. The time may soon come to correlate the activities of these regional groupings more closely with those of the United Nations. It is possible to envisage a stage in the evolution of the United Nations when regional assemblies may be used to deal with regional problems in search of local solutions or in the preparation for broader treatment at the full United Nations.

The United Nations, however reorganized to become more efficient, can never function effectively unless it has adequate financial resources. Far from possessing these, it faces a financial crisis. Temporary expedients have been found to meet this crisis. But the basic problem, arising largely out of the refusal of some states to pay their share of peace-keeping expenses of which they did not approve, remains untouched. I am aware of the explanations of their negative attitude to this problem given by the members concerned. But most of the arguments advanced have little to do with the real issue, which is that, if the United Nations decides in accordance with recognized and legal procedures to engage in peace-keeping operations, the expenses should be borne collectively by the whole membership, in accordance with Assembly decisions on apportionment. There is surely no other acceptable way. If we do not give the organization the financial support that it needs for discharging its responsibilities, its very existence will be endangered. In particular, the efforts of the United Nations and the Specialized Agencies to render economic and social assistance might be brought to an end.

### **Problems of Economic Development**

The first concern of the United Nations, I know, is the keeping of the peace. If we were to fail in that, the whole brave human experiment would have failed; we would go down for good. But, second only to the keeping of peace, the great purpose of international statesmanship today must be to improve the living standards of all the world's peoples and to make possible a better life for all. The role of the United Nations in this field is necessarily limited. But if we wish, and if we will, it can be one of great and lasting significance.

Experience is more and more underlining the central significance and compelling urgency of economic and social questions in these years, rightly named

the Decade of Development, and our concern in that field is at the moment focussed on the forthcoming United Nations Conference on Trade and Development; we have been honoured to serve on the Preparatory Committee for that conference.

### **Economic Growth and Trade Expansion**

The problems of economic development and those of trade expansion are fundamentally the same. But the purpose of development is to raise the level of real incomes, from which the main impetus to expanding trade must come. Higher incomes within a country, however, do not automatically improve a country's ability to trade. The improved incomes must be related in the long run to increased earnings through exports. Aid programmes, essential as they are, are only a means of bridging a gap until export incomes increase.

For this reason, and for many others, we should do all we can in this Assembly to lay foundations for the success of next year's economic conference. That conference will be concerned, obviously, with recommending practical ways of raising and stabilizing the earnings that the less-developed countries derive from exports of primary products. It is hardly less important to enlarge the earnings open to all countries through trade in manufactured goods. For that purpose, as has already been pointed out by the first speaker in this debate, barriers to trade must be reduced and, in order to make this effective, measures



*A section of the United Nations Assembly Hall during the general debate. To the left and right of the "Canada" name-plate are Prime Minister Pearson and the Secretary of State for External Affairs, Mr. Martin.*



may be needed to improve international currency arrangements and lessen the exposure of so many countries to balance-of-payments troubles.

In the complex structure of the world economy today, trade and aid are tightly linked. No amount of aid will create permanent, stable growth unless it is soon accompanied by developing means of increasing exports. Accordingly, all the members of the United Nations, developed and developing economies alike, have a common interest in seeking mutual aid and economic co-operation that will be of mutual benefit. The success of this and other similar efforts, essential for peace and prosperity in the world, will depend largely on freeing economic and technical co-operation to the maximum possible extent from political controversy.

### **Proper Role of Specialized Agencies**

The Specialized Agencies, the Functional and Regional Commissions, the other bodies dealing with economic and social problems, should be given the opportunity to concentrate on the special tasks which they were set up to perform. Recently their work has been diverted and delayed by the injection of controversial political questions into their deliberations. There have been attempts to achieve political aims at the expense of the economic and social benefits that would accrue from the vigorous pursuit of the technical programmes.

I believe that the Specialized Agencies and other functional bodies of the United Nations should leave political matters to the bodies designed and intended for political debate and political decision—the General Assembly and the Security Council. If a moratorium on political controversy in the Specialized Agencies could be accepted, it would enable those Agencies to get on with their practical projects of co-operative assistance, and I think the developing countries would have the most to gain from that result.

Some members directly and immediately concerned with certain political issues involving human rights and fundamental freedoms sincerely, and indeed passionately, believe that their cases should be aired whenever and wherever the opportunity occurs. We can understand and fully appreciate the depth of feeling aroused by racial and colonial issues, without necessarily accepting the desirability of all the methods proposed for dealing with such issues.

The Charter does not require or even authorize sanctions, such as expulsion, to be applied merely because one member of the United Nations follows policies, such as *apartheid*, considered abhorrent and degrading by others. Quite apart from the practical and legal arguments against such action by majority vote, where will this course lead us? There may be (indeed, there are) other governments represented in this organization that follow policies and adopt practices that are considered by many other members to be discriminatory and to violate human rights. But are voices to be raised by those other members of the Assembly for the imposition of extreme sanctions, such as expulsion? I hope not.

The fundamental aim of this organization should be to hold the nations



together in an international system as nearly universal as we can make it, and perhaps for that reason we should be seeking to increase the membership, not to decrease it.

### **World Politics and the UN**

Today the world around us is filled with uncertainties and dangers, from a wide and worrying variety of unresolved issues. Many of them do not appear on our agenda. Some may no longer be susceptible of United Nations treatment and can best be dealt with, at least for the time-being, by the parties most directly concerned. In its approach to international affairs, the United Nations has to take into account the reality of world politics, which in some cases makes direct negotiations preferable to United Nations involvement.

There are certain questions, however, which are the direct concern and responsibility of this Assembly. There are old questions such as disarmament, especially nuclear disarmament, the elimination of racial discrimination, freedom for peoples who have never had it and for others who have lost it. There are also new questions raised with each passing year. But, whether old or new, they have their place in United Nations priorities and they all pose the question, with a compelling urgency: How can this collective United Nations response to international challenge best be fitted into the pattern of world affairs?

We must soon find the right answer to this question, for time may be running out on us. While most members recognize the proven value of the United Nations and want it to continue in effective being, with a substantial role in our world, there are signs of decline and deterioration that we would be foolish to ignore and that could threaten the future use of our organization, indeed its very existence.

Fortunately, however, there are also signs now of improvement in relations between the super-powers, which could give the United Nations new hope and new opportunity. There is a little more benevolence and a little less bitterness, and the Cold War is a little less frigid. The United Nations is, among other things, a unique political mirror reflecting, often magnifying, and occasionally distorting, the dreams and the distresses of men. So I wonder what the eighteenth session of the General Assembly will show.

### **Prospects for the Future**

The picture could be a brighter one. The feeling today of crisis and collision is not as oppressive as it has been in the recent past. There is an encouraging contrast between the international climate at the opening of this session of the General Assembly and that which hung like a dark shadow over the last or the one before that.

I know that none of the great issues has been resolved. There is recurring tension in and around Berlin, in Laos and Vietnam, in parts of Africa, along the Sino-Indian frontier, in the Middle East, in the Caribbean and elsewhere.

But there seems now to be more of a will, more of a desire, to seek peaceful settlements to stubborn problems. This improvement may soon fade before the test of policy and action. But it exists now, and we should take full advantage of it.

### **Test Ban Treaty**

Its most striking evidence, as has already been pointed out by the representative of Brazil, is the recent partial nuclear test-ban treaty between three nuclear powers, since adhered to by more than 90 states. Even by itself, that treaty is immensely valuable in putting an end to the poisoning of the atmosphere that sustains all life on our planet. But it must be viewed beyond its own terms. It showed that great powers were able to agree on something important in spite of the fears and tensions of Cold War. The global sigh of relief that followed that treaty was due not only to the ending of atmospheric pollution, important as that was, but to a feeling of hope for further progress towards peace. In particular, the time seemed closer when the long frustration of disarmament negotiations might be replaced by some positive measures of agreement, with priority to atomic disarmament.

It would be intolerable now if our hopes for some positive steps to remove the fear of universal destruction were once more to be dashed. I cannot believe that this will happen. I cannot believe that there are not sensible solutions that will be found to the problems of the relations of 700 million Chinese with their neighbours, or to those of a divided Germany, a divided Korea, a divided Vietnam. I do not accept the permanence of the Berlin wall as a symbol of a divided world. I reject the theory that Arabs and Jews must forever be hostile. I do not believe it is the destiny of Cuba to be permanently alienated from former friends and neighbours in this Western Hemisphere, or for whites and non-whites to be permanently embittered in Africa because of racial policies which are bad and bound to fail.

I do not claim that there are quick and easy solutions to these problems. There are no such solutions, and there never have been. But there is a better atmosphere in which to begin the earnest and persistent search for solutions. And in this search, I repeat, the United Nations can play an effective role, but only if it puts its own house in order.

### **Scope of UN Action**

It is not the sole instrument for international co-operation. It has no supranational authority. It is no substitute for national foreign policy or bilateral diplomacy. The Charter rightly recognizes that there are other peaceful means of solution, regional and limited collective arrangements outside the United Nations but consistent with its principles, which member states can employ, and which they do employ. Nevertheless, the United Nations alone serves us all. It provides the only world assembly to protect and advance human rights and

freedoms and human welfare, to reduce and remove the causes of conflict. It can lead us out of the post-war wasteland into greener pastures of a creative and secure peace. It can. But whether it does, whether it discharges that great role and fulfils its great responsibilities, depends on us. When the United Nations fails, its member governments fail. When it succeeds, all the plain and good people of all the world succeed.

We are 18 years old now. The League of Nations was 18 years old in 1938. That was the year of appeasement, of unawareness, of failure of heart and nerve. The eighteenth year of the United Nations opens in a climate of greater hope. We can make it the beginning of the end of the situation where a man can communicate with a missile 1,000,000 miles away, but not with another man whom he watches warily over a curtain of fear and suspicion.

Shortly before his premature and greatly-lamented death, Albert Camus wrote:

Since atomic war would divest any future of its meaning, it gives us complete freedom of action. We have nothing to lose except everything. So let's go ahead.

Well, I say: Let's go ahead. This is the Assembly of opportunity. We can make it, if we will, the Assembly of action for peace.



# *Canada-U.S. Economic Co-operation*

THE SECRETARY of State for External Affairs attended the eighth meeting of the Joint Canada-United States Committee on Trade and Economic Affairs which was held in Washington, September 20 and 21, 1963. A joint communiqué was issued at the conclusion of the meeting, the text of which is given below.

The Committee was established as a result of an Exchange of Notes on November 12, 1953, and its first meeting was held in Washington on March 16, 1954. It was intended to serve as a forum for periodic consultation between those Canadian and United States Cabinet members who had a major responsibility for questions of economic policy. Specifically, the Committee was entrusted with the following functions:

- (1) To consider matters affecting the harmonious economic relations between the two countries;
- (2) in particular, to exchange information and views on matters that might adversely affect the high level of mutually profitable trade that had been built up;
- (3) to report to the respective governments on such discussions in order that consideration might be given to measures deemed appropriate and necessary to improve economic relations and to encourage the flow of trade.

## **Communiqué**

The eighth meeting of the Joint Canada-United States Committee on Trade and Economic Affairs was held in Washington, September 20 and 21, 1963.

This was the first meeting of the Committee since January 1962. The members, therefore, took the occasion to review the basic economic relationship between the two countries. The unique nature and importance of this relationship were emphasized. The Committee considered ways of further strengthening these close and mutually advantageous trade and economic ties. It was agreed that early consideration would be given by the two governments to the best means of elaborating and strengthening the basic principle of economic co-operation between Canada and the United States.

As background to the discussions on trade and economic matters, the United States Secretary of State and the Canadian Secretary of State for External Affairs reviewed the current international situation.

The Committee noted recent favourable economic developments in both countries and the encouraging prospects for the near future. At the same time,

they agreed on the importance of continuing policies which will further stimulate economic growth and provide more employment.

### **Balance of Payments**

The Committee discussed the balance of payments of both countries and the measures that each is taking to reduce its deficit. The United States members reviewed recent developments in some detail and called attention to some problems, including increased exports of long-term private portfolio capital, for which the proposed interest equalization tax was designed as a partial remedy.

Canadian ministers stated the determination of the Canadian Government to take positive and constructive measures to reduce the substantial deficit in Canada's international trade in goods and services. Meanwhile, however, Canada would continue to need net capital imports to offset this deficit. There was a full and frank discussion of the proposed United States interest-equalization tax and the proposed Canadian investment-tax measures.

The Committee established a technical working group which will review the balances of payments of the two countries.

The members of the Committee emphasized the importance they attached to the success of the forthcoming multilateral trade negotiations under the General Agreement on Tariffs and Trade. They agreed that satisfactory progress in reducing barriers to world trade in agricultural products would be a key element in these negotiations.

### **Mutual Trade Access Urged**

It was noted that each country is the other's largest export market. Canadian ministers urged that access of Canadian exports to the United States market should not be obstructed by special measures. In this connection they referred to quota restrictions maintained by the United States on imports of lead and zinc, Canadian matured cheese and to problems of access for certain other products of importance to Canadian trade. United States members took note of these points, and explained the importance of continued access for U.S. products to the Canadian market, and their concern over any possible measures which might adversely affect such access.

There was a frank discussion of the views of the two governments on the trade between Canada and the United States in automobiles and automotive parts. The Canadian members explained their view of the nature of the problem in relation to Canada's balance of payments and the urgent need to deal with it. The United States members expressed concern that any measures adopted should not artificially distort the pattern of trade in this industry or interfere with the normal exercise of business judgment. The discussion helped to bring about a better understanding of the problem and the attitudes of the two governments.

The Committee discussed the economical and efficient development of the raw-material and energy resources of the continent and agreed on the importance

of a better utilization of these resources. Arrangements were therefore made for a working group of the Joint Committee to examine energy relations between the two countries.

The Committee agreed on the usefulness of continuing to consult closely together on agricultural matters of common interest to the trade of the two countries. The Committee reaffirmed in this regard the value of the quarterly meetings on wheat and related matters which facilitate effective co-operation in respect of world trade in grain.

### **Aid Programmes**

The Committee agreed on the importance of continuing to assist the economic development of the less-developed countries. Canadian ministers indicated that the Canadian Government was reviewing its aid programmes with the aim of increasing the volume of its economic assistance. Both countries recognized the need for international action to expand the trading opportunities of less-developed countries.

The Committee met under the chairmanship of Mr. Dean Rusk, United States Secretary of State.

The Canadian delegation included Mr. Paul Martin, Secretary of State for External Affairs; Mr. Walter Gordon, Minister of Finance; Mr. Mitchell Sharp, Minister of Trade and Commerce; Mr. Harry Hays, Minister of Agriculture; Mr. C. M. Drury, Minister of Industry; the Canadian Ambassador to the United States, Mr. C. S. A. Ritchie; the Governor of the Bank of Canada, Mr. L. Rasminsky, and other advisers.

The United States delegation included Mr. Dean Rusk, Secretary of State; Mr. Douglas Dillon, Secretary of the Treasury; Mr. Luther H. Hodges, Secretary of Commerce; Mr. Orville L. Freeman, Secretary of Agriculture; Mr. George W. Ball, Under-Secretary of State; Mr. Christian A. Herter, the President's Special Representative for Trade Negotiations; Mr. John M. Kelly, Assistant Secretary of the Interior; the United States Ambassador to Canada, Mr. W. W. Butterworth; Mr. Walter W. Heller, Chairman of the President's Council of Economic Advisers; Mr. Frank Coffin, Deputy Administrator of the Agency for International Development, and other advisers.



# United Nations General Assembly

## EIGHTEENTH SESSION

*The following review of items likely to be discussed during the current session of the United Nations General Assembly was prepared before its opening on September 17 and the adoption of the agenda:*

ON THE third Tuesday in September (September 17), 1963, the 111 member states of the United Nations will gather in the General Assembly hall for the opening of the eighteenth regular session of the General Assembly. The President of last year's session, Sir Zafrullah Khan of Pakistan, will make a few remarks, ask the members of the Assembly to rise for a minute of silent prayer or meditation, and will then proceed to appoint the Credentials Committee.

The Acting President will then call for two leaders of delegations to act as tellers for the election of a new President. Although there could be other candidates, it is expected that Dr. Carlos Sosa-Rodriguez of Venezuela will be elected. The newly-elected President will then take his seat on the podium and call the eighteenth session to order.

The next step will be the election of the 13 Vice-Presidents and the constitution of the seven main committees, which, in turn, will elect their chairmen. These 20 officers, with the President of the General Assembly, form the General Committee. This Committee functions as a steering body. It considers the provisional agenda, recommends the items to be discussed by the Assembly and whether an item should be examined in plenary meetings or by a committee. The reports of the General Committee are then sent to plenary for final disposition.

At its very first Assembly, the United Nations recognized that it would be impossible to deal with the heavily-charged agenda in plenary meetings only. The seven main committees which have evolved are committees of the whole; they are

- First Committee and Special Political Committee (Political Questions);
- Second Committee (Economic and Financial Questions);
- Third Committee (Social, Cultural and Humanitarian Questions);
- Fourth Committee (Colonial Questions);
- Fifth Committee (Administrative and Budgetary Questions);
- Sixth Committee (Legal Questions).

After the Assembly has adopted the agenda it holds a general debate lasting approximately three weeks. Heads of delegations, sometimes prime ministers or ministers of foreign affairs, deliver important policy statements. They explain

the attitude of their respective governments on the subjects placed before the Assembly or emphasize those matters which their countries consider to be of the greatest importance.

Toward the end of September or the beginning of October, the seven main committees meet to elect their vice-chairmen and rapporteurs. The vice-chairman's official function is to preside over the committee in the absence of the chairman. The rapporteur has the duty, with the help of the Secretariat, to report on the proceedings of the committee and to present these reports to the plenary meetings of the Assembly.

Once a committee has concluded its consideration of an item and disposed of it either by recommending a resolution or some other course of action, it must report its action through the medium of the rapporteur's report to a plenary meeting. Plenary meetings are called from time to time to deal with the items which were assigned to it specifically or to consider the recommendations of the committees. In practice, very few committee decisions are reversed in plenary. However, this may happen when the membership is sharply divided on specific issues. A resolution in committee need have only a simple majority in its favour for adoption. The Charter of the UN requires a two-thirds majority in plenary meeting on all matters of importance (see Article 18 of the Charter).

Consideration of an item usually follows a set pattern. First a general debate on all facets of the problem under scrutiny is held and may last, depending on the item, from a few hours to two or three weeks. During this debate ideas crystallize and draft resolutions and amendments to these resolutions are tabled by various delegations. These texts are then debated, not only as regards their form but also their intent and modalities, and are finally voted on. Basically, there are three ways in which a resolution may be adopted. If the presiding officer is convinced that all the member states are in favour of a resolution, he simply announces that unless he hears an objection the resolution will be considered as having been adopted unanimously. If this is not the case, however, delegations may signify their approval, rejection, or abstention, by a show of hands vote whereby only the total number of votes in favour, against or abstaining are recorded, or by roll-call vote where each delegation is called on to cast its vote orally, the vote of each delegation being recorded in the records of proceedings. Sometimes voting periods give rise to procedural issues and the alert observer will wish to read beforehand the rules of procedure of the Assembly, as contained in Document A/4700.

A great variety of United Nations documents are available during a session and observers will be interested in reading some of them. The *Journal* is published every day and indicates in which conference room and at what time the various committees of the Assembly will meet. It also lists the items on the agenda of each committee, as well as the documents concerning these items. A verbatim record of proceedings in plenary and in the First Committee is available under the symbol A/PV and A/C.1/PV. A summary record of pro-

ceedings in all committees is available under the symbol A/C. - - - /SR. (The number following C indicates which committee it concerns.) Studies on the subjects under discussion or rapporteur's reports are published under the symbol A/ - - - -. These documents, as well as all other documents, can usually be obtained from the documents officer of the committee concerned.

In all likelihood, there will be close to 100 items on the final agenda of the Assembly. It is not possible to give here a detailed background for each one. The most important ones are mentioned and the reader should remember that many items have a long history, the complete understanding of which would require many hours of study. The final agenda for each committee will be available in document form when the General Assembly has taken action on the reports of the General Committee. In the meantime, the provisional agenda is reproduced in document A/5450.

## **Probable Plenary Items**

### **Elections to Security Council**

The Security Council consists of five permanent members (Britain, China, France, the U.S.A. and the U.S.S.R.) and six non-permanent members elected by the General Assembly for two-year terms. Three members are elected each year by secret ballot, a two-thirds majority being needed for election. The candidates for office this year are Bolivia, Czechoslovakia, Ivory Coast and Malaya.

### **Elections to ECOSOC**

The Economic and Social Council consists of 18 members of the United Nations who serve for a three-year term; each year, a third of the membership is replaced in elections conducted by the General Assembly by secret balloting. The term of office of the following countries will be terminated at the end of 1963: France, Italy, Uruguay, El Salvador, Ethiopia and Jordan. There will be a number of candidates for these seats, and it is not yet possible to assess the chances of each candidate. It can be assumed that, in accordance with tradition, France, a permanent member of the Security Council, will be re-elected. Incidentally, the distribution of seats among geographical areas for election to both the Security Council and ECOSOC is regulated by gentlemen's agreements made in 1946. The countries which have joined the organization in the past decade consider that their representation on these councils is not sufficient and wish to remedy this situation. ECOSOC, at its last session, recommended to the General Assembly that its size be expanded to permit the election of more African and Asian members. This question will no doubt be debated at length at this session either under the report of ECOSOC or under the item on Charter review.



## **International Co-operation Year**

As an aftermath of the successful International Geophysical Year, Canada, India and a few other countries conceived the project of designating 1965, the twentieth anniversary of the United Nations, as International Co-operation Year. The purposes would be to publicize the present examples of international co-operation and to initiate a number of projects in diverse fields jointly undertaken on an international basis. These aims stem from the conviction that wider and more intensive international co-operation would provide one of the most effective means of dispersing international tensions. A Preparatory Committee, of which Canada is a member, will present a report on this question and consideration of the item will begin by an examination of the steps suggested in this report.

## **Improvement of Methods of Work**

Since its inception in 1945, the General Assembly has undergone notable changes. Its membership has grown from 51 to 111. A substantial majority of the new members come from Africa and Asia, and the problems under discussion are radically different from those of yesteryear. Despite some modifications of the rules of procedure, the working practices of the Assembly have not yet adjusted to the new situation. An *ad hoc* committee of 18 members was appointed last year and has produced a report (Document A/5423) which contains numerous suggestions for improvement. They will be considered at this session in a debate which promises to be interesting and may, in the long run, prove beneficial to all concerned.

## **Report on Colonialism**

The Special Committee of Twenty-Four has the task of supervising the implementation of the Colonial Declaration of December 1960, which proclaimed the necessity of bringing colonialism in all its forms and manifestations to a speedy end. The Committee meets almost continuously in the interval between Assembly sessions. This year the Assembly will consider recommendations emanating from the Special Committee on a variety of colonial territories, including Southern Rhodesia, South West Africa, Kenya, Zanzibar, the African territories under Portuguese administration, and Aden and Fiji. These territories differ widely in their political and economic development and each presents special problems. The recommendations of the Special Committee, in the form of draft resolutions recommended for adoption by the Assembly, are generally dealt with in plenary. After a general debate on decolonization, the Assembly will consider one by one the resolutions dealing with individual colonial territories.

## **Chinese Representation**

The question of Chinese representation in the United Nations will certainly be debated during the session, but it is not yet clear in which form. The substantive issue is whether the Communist Chinese or the Nationalist Chinese should rep-

resent China in the United Nations. Some delegations, including the Soviet Union, argue that the credentials of the representatives of the People's Republic of China should be accepted and those of the representatives of China in Taiwan rejected. Others, including the United States, argue that the essential issue involved is the question of qualifications for United Nations membership and that Communist China lacks these qualifications. The attitudes of other member states vary between these two poles.

## **Probable First Committee Items**

### **Disarmament and Collateral Measures**

As at the seventeenth session, discussion of general and complete disarmament will be based on the reports of the Eighteen-Nation Disarmament Committee. Although the debate would probably not involve details of proposed measures for inclusion in a disarmament treaty, it could lead to a resolution along the lines of the one adopted last year. This resolution asked the Eighteen-Nation Committee to continue its discussions expeditiously and in a spirit of compromise until agreement had been reached and recommended that urgent attention be given to various collateral measures which would reduce tensions and improve the prospects for negotiation of an agreement for general and complete disarmament.

### **Nuclear-Free Zones**

Denuclearization of Latin America is a subject which has been included in the agenda, and debate on this item may also include a discussion of the possibility of establishing such zones in Africa and in other geographical areas. The Canadian attitude to such proposals will depend on the extent to which they meet the three criteria described by the Prime Minister in the House of Commons on June 3, 1963, namely:

- (a) they should be acceptable to the countries of the geographical area in which the zone would be located;
- (b) they should include some arrangement for verifying that the commitments undertaken would be carried out;
- (c) they should be consistent with the accepted principle that no disarmament measure should create a unilateral advantage for any state or group of states.

### **Cessation of Nuclear Tests**

India has again submitted an item on the cessation of nuclear tests. Numerous delegations will no doubt press for general acceptance of the agreement reached in Moscow on a partial test ban and will continue to stress the desirability of achieving a comprehensive ban which includes underground tests and of ensuring that the largest possible number of states become parties to such an agreement.

## **Prohibition of Use of Nuclear Weapons**

The question of convening a conference to sign a convention prohibiting the use of nuclear weapons is once again on the agenda. Last year the Secretary-General was asked to continue to seek the views of United Nations members and to report to the Assembly at this session. Some member states, including Canada, have in the past been opposed to such a conference on the grounds that it would be of doubtful utility and might well detract from efforts to negotiate binding disarmament agreements which are the only finally effective means of dealing with the threat of nuclear weapons.

## **Outer Space**

The 24-member United Nations Committee on the Peaceful Uses of Outer Space was created in 1959 to:

- (a) review as appropriate the area of international co-operation and study practical and feasible means for giving effect to programmes in the peaceful uses of outer space which could appropriately be undertaken under United Nations auspices;
- (b) study the nature of legal problems which may arise from the exploration of outer space, including the elaboration of basic principles to govern the activities of states in the field, liability for space accidents, and assistance to and return of astronauts and space vehicles.

Recently, the Committee has agreed to refer legal matters to its Legal Sub-Committee and scientific matters to its Scientific and Technical Sub-Committee. While the Legal Sub-Committee, which met earlier in New York, did not succeed in reaching agreement on either principles or on draft agreements on specific issues, it did at least narrow the area of disagreement between the United States and the U.S.S.R. to the extent that it can now be more precisely defined. The Scientific and Technical Sub-Committee met in Geneva in May and, among other decisions, commended the Government of India for its initiative in establishing an equatorial sounding-rocket launching site at Thumba and invited the Committee on Space Research (COSPAR) of the International Council of Scientific Unions to review the geographic distribution of sounding-rocket launching facilities and to determine their capabilities.

## **Probable Special Political Committee Items**

### **Apartheid**

Almost all members of the Assembly deplore and condemn the *apartheid* policies of the Government of South Africa. There is however a wide divergence of views on the best means of bringing pressure to bear on South Africa to change its policies. Many members from Africa and Asia would like to impose economic and other sanctions against South Africa and expel that country from the organ-



ization if it continues not to comply with previous United Nations resolutions calling upon it to abandon its discriminatory policies. This question has been on the agenda of the Assembly for many years but the debate will take a sharper tone this year if recent events provide a reliable indicator. South African delegates have been either expelled or threatened with expulsion from conferences of various Specialized Agencies, such as the International Labour Organization and the Food and Agriculture Organization. The deliberations of the Security Council during the month of August give an idea of the type of debate to be expected under this item.

### **Effects of Atomic Radiation**

The United Nations Scientific Committee on the Effects of Atomic Radiation (UNSCEAR) was set up in 1955 to receive, assemble and evaluate information furnished by member states on the incidence of radioactivity in the atmosphere and its effects on man and his environment. The Committee submits yearly progress reports to the General Assembly; comprehensive reports were released in 1958 and 1962. Canada is an active member of the Committee and has from the outset manifested a keen appreciation of the value of its scientific work. This has reflected the concern of the Canadian Government and the Canadian people with the hazards which radioactive fallout means for the present and succeeding generations. At recent sessions of the Assembly Canada has played a leading role in focusing world attention on the harmful effects of atomic radiation and in securing the adoption by the Assembly of a proposal for the creation of a world-wide system intended to measure and record radioactive levels in the atmosphere. The recently concluded test ban agreement might make it possible for all concerned to devote renewed attention to the research aspects of UNSCEAR's work.

### **UNRWA**

The United Nations Relief and Works Agency for Palestine Refugees was set up in 1950 to provide relief for, and facilitate the rehabilitation of, the Arab refugees who had lost their homes and means of livelihood during the hostilities which accompanied the establishment of the State of Israel in 1948. More than 1,000,000 refugees still receive rations or full services from UNRWA at a cost of some \$40 million annually. This work is supported by voluntary donations and the principal contributors are the United States, Britain, Canada, France, Australia and New Zealand. The balance of UNRWA's revenue is derived from small contributions by some 30 other countries. The mandate of the agency was renewed last year for the period July 1, 1963, to July 1, 1965. Discussion of the work of the agency will, as in the past, focus on the possibility of finding a permanent solution, and the Arab states and Israel can be expected to reiterate their long-established positions on both the refugee problem and the whole Palestine question.

## Probable Second Committee Items

The Second Committee is the apex of the institutional structure through which the members of the United Nations reflect their joint interest in a wide variety of questions relating to trade and economic development. Each year the Committee considers reports on the work of the Economic and Social Council and the various bodies and agencies related to it. Last year the emphasis in the Second Committee was on trade questions, and it is expected that a similar trend will prevail this year.

### Trade and Development Conference

The United Nations Conference on Trade and Development will undoubtedly be one of the major topics of discussion in the Second Committee. To date, the Preparatory Committee, charged with the preparation of the Conference, has had two sessions (the second ended June 28 in Geneva) and has scheduled a third for New York in February 1964. The Conference itself will open in Geneva on March 23 and last until June 15, 1964. However, only 32 countries (including Canada) are members of the Preparatory Committee and it may be expected that the other United Nations members will wish to record their views on progress made to date in preparing for the Conference as well as their general views during the debate in the Committee.

Intensive inter-governmental consultations have already taken place on this subject and will continue to take place up to the opening of the Conference itself. The Preparatory Committee provides a useful forum in which to obtain indications of what the major industrialized countries, the more important developing countries and the U.S.S.R. expect from the Conference. Other forums, such as the Executive Committee of the Organization for Economic Co-operation and Development and the Commonwealth Liaison Committee, both of which have held discussions on this subject, have also proved useful for this purpose. The inter-governmental discussion will continue in these forums. The general Canadian view that the Conference should be primarily devoted to an examination and discussion of the trade and development problems of the developing countries, having in mind at the same time the work currently going on in GATT, has been put forward in the Preparatory Committee as well as in the other committees referred to above.

### Other Items

In view of the high degree of interest shown by the member states in the Trade Conference, it may be that very limited time will remain to discuss the other items on the agenda. Some of them relate to the implementation of the United Nations Development Decade idea through such means as technical assistance, industrial development and planning for economic development. Other items concern the problem of closer co-operation and collaboration between the tech-

nical assistance agencies, the most important among them being the Special Fund, the Expanded Programme of Technical Assistance (EPTA), and the United Nations Capital Development Fund (UNCDF).

### **Probable Third Committee Items**

The Third Committee considers questions primarily of a social nature. Much of its work is generated by four of the seven Functional Commissions of the Economic and Social Council (the Social Commission, the Commission on Human Rights, the Commission on the Status of Women and the Commission on Narcotic Drugs). Resolutions and recommendations from these commissions must first have the approval of the Economic and Social Council (ECOSOC), to which they report. Once having obtained this approval the resolutions are passed on to the General Assembly, where they are considered in the Third Committee. The Committee also considers relevant parts of the report of ECOSOC, the reports of the United Nations High Commissioner for Refugees (UNHCR), and the United Nations Educational, Scientific and Cultural Organization (UNESCO).

#### **Human Rights Covenants**

Many of the items considered by the Third Committee tend to be of a continuing nature. One of the primary tasks for the Committee in past years has been consideration of the International Covenants on Human Rights. The Covenants, which contain articles on civil and political, economic, social, and cultural rights, have been considered by every session of the Committee since 1955. The Committee has had difficulty in finding a text for each article that would be supported by a majority of states. Each country considers the drafts presented in the light of its philosophy of jurisprudence, its existing laws, its constitutional and practical capabilities, its political problems and objectives, and many other relevant factors. For example, Soviet-bloc countries tend to view human rights as a collective right, while Western countries tend to put the emphasis on the rights of the individual.

As far as Canada is concerned, many of the articles of the Covenants fall under the jurisdiction of the provinces, and no provision has been made in the Covenants to take into account the constitutional difficulties of federal states such as Canada. Canada has also refrained from supporting provisions in the Covenant on Economic, Social and Cultural Rights which prescribe "the right to work", "the right of everyone to social security", "an adequate standard of living", "adequate food, clothing and housing", and "the right to take part in cultural life". The ideas expressed in such articles are difficult to implement by legislative means, particularly with the conception of the role of government in society which underlies the governmental system in a Parliamentary democracy.



Despite the difficulties encountered by the Committee in relation to the Covenants, agreement has now been reached on the texts of most of the articles. When completed, the Covenants will be considered by the General Assembly, and if approved, will become legal documents ready for signature and ratification by UN member states.

This session, the Committee will consider the implementing articles, which may cause some difficulty. The newly-developed countries are anxious to have the Covenants implemented by each signatory country in a compulsory manner as quickly as possible. In many Western countries, the ideas expressed in the Covenants are applied in practice, but are not specifically provided for in legislation. Many Western countries fear that a rigid legal implementation of the Covenants might circumvent the very principle they embody.

The Committee will also consider two new draft articles which were introduced at the seventeenth session: one concerns the right of asylum and the other, introduced by Poland, the rights of the child. As the Committee was unable to reach agreement as to whether an article on the rights of the child should be included in the Covenants, the question was referred to the Human Rights Commission, which in turn passed a resolution that a final decision on this question should be taken by the General Assembly, that is, the Third Committee.

### **International Declarations and Conventions**

In past years the Committee has considered and approved a number of international Conventions. Among these are: the Convention on Consent to Marriage, Minimum Age for Marriage, and Registration of Marriages, which was opened for signature in 1962; the Convention on the Status of Refugees, completed in 1951; and the Supplementary Convention for the Abolition of Slavery, which was completed in 1956. At this session the Committee will pursue consideration of a draft Declaration and a draft Convention on Freedom of Information. It will also consider the draft Declaration on the Right of Asylum, which is likely to provide somewhat the same difficulty as in previous years. The Declaration provides for the right of an individual who is suffering political persecution in his country of origin to seek asylum in a country of his choice. This conception has produced a great deal of discussion in the Committee. Soviet-bloc countries tend to support the principle that asylum is the right of an individual to demand, while some Western countries, including Canada, consider asylum the right of a country to grant.

At the seventeenth session, the Committee, under consideration of the item entitled "Manifestations of Racial Prejudice and National and Religious Intolerance", passed a resolution asking the Human Rights Committee to draw up a draft Declaration on the elimination of all forms of racial discrimination and a similar Declaration on religious intolerance. The Commission has completed a draft Declaration on racial discrimination, but has not completed the draft Declaration on religious intolerance. The Committee will therefore consider only the former.

## Other Items

The Committee will also consider the following items: the report of UNESCO on illiteracy in the world, the report of the United Nations High Commissioner for Refugees, portions of the report of ECOSOC, and Consideration of Measures to Accelerate the Promotion of Respect for Human Rights and Fundamental Freedoms.

## Probable Fourth Committee Items

The Fourth Committee handles colonial questions. In the past few years the pressure for rapid advance to self-government and independence has been so great that a number of colonial items have been assigned to plenary. Thus it is possible to have a debate on, let us say, Southern Rhodesia, proceeding in the Fourth Committee while plenary is discussing Portuguese policies in Angola. However, the Fourth Committee remains the real focal point of the anti-colonial movement in the United Nations.

Basically the aim behind the work of the Fourth Committee is to encourage the speedy political development of the remaining colonial territories. Three classes of colonial territories come within its scrutiny:

- (a) *Non-Self-Governing Territories* — There are some fifty of these, ranging from Angola and Mozambique to small island dependencies like Mauritius and St. Helena;
- (b) *Trust Territories* — Only three territories remain under the trusteeship agreements negotiated after the Second World War: Nauru, Australian New Guinea and the trust territory of the Pacific Islands, administered by the U.S.A.;
- (c) *The Mandated Territory of South West Africa*, administered by the Republic of South Africa under a mandate granted by the League of Nations.

The hard-core colonial problems which will come before the Fourth Committee at this session can be narrowed to three: Southern Rhodesia, the Portuguese territories in Africa, and South West Africa. In these territories, power is held by a minority of European settlers and the Africans, who constitute the overwhelming majority of the population, are deprived of many basic political rights.

In the case of Southern Rhodesia, the Fourth Committee will consider recommendations urging the British Government not to transfer sovereignty to the present white minority government of Southern Rhodesia. Although the problem of Portuguese territories in Africa has now been brought before the Security Council, the Fourth Committee is likely to adopt further recommendations seeking to persuade Portugal to accept the principle of self-determination and to co-operate with the United Nations in preparing the peoples of Angola, Mozambique, etc., for eventual independence. In the case of South West Africa,

the Fourth Committee will consider a draft resolution recommended by the Special Committee of Twenty-Four, which condemns the continued refusal of South Africa to co-operate with the United Nations in carrying out numerous Assembly resolutions and urges the establishment of an effective United Nations presence in South West Africa.

### **Probable Fifth Committee Items**

The primary tasks of the Fifth Committee are to consider the financial implications of Assembly decisions and to arrange for the provision of adequate funds for four main types of United Nations expenditures. These four categories of expenditure are listed below, together with a description of the methods which the organization has employed, with varying degrees of success, to finance them.

#### **Administrative Services and Basic Programmes**

The first category consists of the costs of (a) the administrative services essential for the work of the organization and its organs, exclusive of administrative costs directly related to operational programmes, and (b) "basic" (non-operational) programmes. ("Basic" programmes are mainly programmes of general interest and importance to the organization as a whole and include the World Economic Survey, the codification and development of international law, the control of narcotic drugs, and the substantive areas of the work of the Regional Economic Commissions.) Member states agree unanimously that costs in this first category are expenses of the organization within the meaning of Article 17 of the Charter and that failure to contribute toward these costs according to the agreed regular scale of assessments would result in loss of vote under the provisions of Article 19 when the amount of a member's arrears equals or exceeds the amount of contributions due from the preceding two full years. To date, no member state has been more than two years in arrears in respect of these costs. The costs of these administrative services and basic programmes in 1963 constitute over 81 per cent (\$76.4 million) of the so-called "regular" United Nations budget of \$93.9 million.

#### **Costs of Economic and Refugee Programmes**

The second category of expenditure consists of the administrative and operational costs of economic development and refugee programmes. The economic development programmes are primarily for the direct benefit of developing countries and not for the membership as a whole. A relatively small part of the costs of these programmes is included in the regular budget and assessed under Articles 17 and 19. This provides token recognition of the principle that the promotion of higher standards of living in the less-developed areas of the world is a collective responsibility of all member states. The bulk of the funds for United



Nations economic development programmes comes from the voluntary contributions by member states outside the regular budget (Expanded Programmes of Technical Assistance and the Special Fund).

In 1962, approximately 14.6 per cent (\$13.7 million) of the United Nations regular budget was composed of the administrative and operational costs of economic and refugee programmes. The Soviet bloc believes that the costs of economic and social development programmes should be financed by voluntary contributions rather than included in the regular budget. Until 1963, while disagreeing with the regular budget approach, they paid their share of these costs. In 1963, however, the Soviet-bloc countries have indicated their intention to pay their share of the costs of these programmes in national currencies which can be used to finance the services of Soviet-bloc citizens and provide Soviet-bloc goods. As regards several other items in this section (the United Nations Memorial Cemetery in Korea, interest and amortization charges on the United Nations bonds) the countries of the Soviet bloc have indicated their unwillingness to pay their share of these expenses. France is the only member which has refused to pay its share of any of the costs included in this category (United Nations bond charges).

### **Costs Exclusive of Armed Forces**

The third category of expenditure comprises the cost of operations in the field of peace and security, exclusive of those operations, such as UNEF (United Nations Emergency Force) and ONUC (Organization of the United Nations in the Congo), which involve armed forces. Examples of this third category are the United Nations "special missions" in Lebanon, Korea, Palestine and Kashmir. A very large majority of member states has accepted the practice of financing these costs in the regular budget under Articles 17 and 19. (The costs of these special missions comprise about 4.2 per cent [\$3.9 million] of the regular budget.) The Soviet bloc opposes this practice, but, nevertheless, until 1963, has not defaulted on its assessment in respect of these costs. Certain non-committed member states tend to sympathize with the Soviet view; however, these states do not default and tend to abstain rather than vote against the relevant sections of the budget.

### **Costs Involving Armed Forces**

The fourth category of expenditure relates to peace and security operations involving armed forces. After the political decisions had been taken and the actions launched in the Middle East (UNEF) and the Congo (ONUC), the General Assembly arranged for the financing of these operations. The costs are not included in the regular budget. Owing to disagreements over the legality, establishment, direction and financing of these operations, the Soviet bloc and certain other members, including Belgium, France and South Africa, have refused to pay their share of the costs of one or both of these operations. In addition,

a number of other members have indicated that, owing to their limited capacity to pay, they are unable to pay their share of these expenses. As a result of the failure of certain members to pay their assessments, UNEF arrears amounted to \$27.3 million and ONUC arrears to \$72 million, as of June 30, 1963.

In order temporarily to overcome the growing cash deficit, the Assembly in 1961 authorized the Secretary-General to issue \$200 million in United Nations bonds. As of July 31, 60 governments (including Canada: \$6.24 million) have either pledged or purchased bonds. The total purchases as of that date amounted to \$144.4 million. As a further step towards placing the organization's finances on a sound basis, the General Assembly established a working group of 15 in 1961 and a working group of 21 in 1963 to study methods of sharing equitably the costs of peace-keeping operations involving heavy expenditures. However, generally acceptable long-term financing arrangements have not been developed and UNEF and ONUC have continued to be financed on an *ad hoc* basis, under which, in recent years, the developing countries have had their assessments calculated at rates lower than those employed for the regular budget.

As a result of increasing arrears, the United Nations continues to face a serious financial crisis. At the fourth special session the Secretary-General estimated that by late autumn of this year the organization would not have sufficient cash to meet its normal administrative expenses.

### **Other Tasks**

As well as arranging for the provisions of adequate funds, the Fifth Committee considers and approves certain recommended budgets which are submitted to the General Assembly by the Secretary-General. These budgets are the so-called "regular" budget and the budgets for the UNEF and ONUC. The Committee also considers administrative questions and matters relating to the organization and staffing of the United Nations Secretariat.

### **Major Issues of the Session**

Among the more important questions which may be considered by the Committee at this session are:

- (a) the increase of the regular budget in recent years and the refusal by the Soviet bloc to pay their share of certain costs included in this budget;
- (b) the suspension of voting rights for arrears in the payment of financial contributions to the organization, under Article 19 of the Charter. In particular, the question of whether this sanction is automatic or requires approval by a two-thirds majority vote in the Assembly may be debated;
- (c) the apportionment of the costs of UNEF and ONUC (if it is to be continued in 1964) operations;
- (d) the report of the Secretary-General on the desirability and feasibility of establishing a United Nations "Peace Fund", which would consist of voluntary contributions from member states, private concerns and individuals,

- and would serve to finance peace-keeping operations;
- (e) the report of the Secretary-General on administrative procedures designed to facilitate Assembly consideration of the financial implications of a peace-keeping operation, at the time when the political decision is taken on the establishment of an operation;
- (f) the report of the Secretary-General on his consultations with member states who are in arrears as a means of having such states pay their assessments promptly;
- (g) the question of improvement of administrative and budgetary co-ordination within the United Nations, and the Specialized Agencies and subsidiary bodies;
- (h) the problem of geographical distribution of the Secretariat staff.

### **Probable Sixth Committee Items**

The Sixth Committee is concerned with considerations which are essentially (although not exclusively) legal in nature. This year its agenda includes:

- (a) The report of the International Law Commission (a body of legal experts, appointed in their personal capacity to codify and further develop international law) on the work of its last session, principally as regards the Law of Treaties.
- (b) The question of extended participation in general multilateral treaties concluded under the auspices of the League of Nations.
- (c) Consideration of principles of international law concerning friendly relations and co-operation among states in accordance with the Charter of the United Nations. This item is likely to prove the most controversial, since there is a difference of views within the Committee between those who contend that peaceful co-existence constitutes a legal conception worthy of study and codification and those who hold that it is an essentially political notion and that the Committee could more usefully study specific areas of the law in need of elaboration and development. Last year, after considerable debate, four principles of law were selected for study by the Committee at this session.
- (d) Technical assistance to promote the teaching, study, dissemination and wider appreciation of international law.
- (e) election of five members of the International Court of Justice.



## *Canadian Food Gift to Greece*

ON AUGUST 7, 1963, an exchange of notes took place in Athens, concluding an agreement by which Canada offered \$1-million worth of food to Greece for the use of the armed forces. The Canadian note was signed by the Canadian Ambassador, Mr. Antonio Barrette, and the Greek reply by Mr. Panaghiotis Pipinelis, Prime Minister of Greece, acting in his capacity as Foreign Minister.

The Canadian offer resulted from a decision of the NATO Ministerial Council at its December 1962 meeting. At that time, it had been recognized that the Greek Government would face special financial difficulties during the next two years in maintaining its armed forces at a satisfactory level. Other members of the alliance were urged to help solve the problem, and assistance has since been received in various forms. The Canadian food gift will consist of canned meat and dried milk. It is expected that the whole shipment will be in Greece by the end of the year.



*Mr. Antonio Barrette, Canadian Ambassador to Greece (left), and Mr. Panaghiotis Pipinelis, Prime Minister of Greece and Acting Foreign Minister, are shown following the exchange of notes on August 7, 1963, dealing with a gift of \$1-million worth of Canadian food products to the Greek armed forces.*

# *The Supplies and Properties Division*

THE SUPPLIES and Properties Division is one of five administrative divisions in the Department of External Affairs, that is to say one of those providing services at home and abroad. Others are the Personnel Division, Communications Division, Finance Division, and Administrative Services Division. Immediately after the Second World War, all of these administrative activities were the responsibility of a Chief Administrative Officer and a small supporting staff. With the rapid expansion of the Department it became necessary to reorganize and the Supplies and Properties Division was established in 1948. The Division is now responsible for servicing the following properties at 68 missions abroad:

70 Office Buildings:	Owned	—	12
	Rented	—	58
62 Official Residences:	Owned	—	24
	Rented	—	38
144 Staff Quarters:	Owned	—	19
	Rented	—	125
13 Building Sites:	Owned	—	11
	Rented	—	2

## **Acquisition of Properties Abroad**

It is the view of the Department that, in the interests of efficiency and economy, the programme of acquiring properties abroad should be continued and accelerated subject to budgetary considerations. As a consequence, the Supplies and Properties Division has developed a long-term programme of construction and property acquisition. The Treasury Board Advisory Committee on Accommodation Abroad was established in 1958 to deal with all such proposals from this and other Departments. This Committee includes representatives from the Treasury Board Staff, Public Works, Trade and Commerce and External Affairs. A senior officer of the Department of External Affairs acts as chairman.

A programme to construct chanceries and official residences abroad to meet the expanding needs of the Department has to be carefully planned in order to produce buildings that will not only meet functional requirements but will also reflect credit on the Canadian Government by the use of architecture appropriate to the site and country. In 1958, a second committee, known as the Architectural Advisory Committee, was set up to deal with architectural policy. The members consist of three architects recommended by the Royal Architectural Institute of Canada who serve for periods of from 2 to 3 years, the Special Adviser to the Deputy Minister, Department of Public Works, and a senior officer from External Affairs as chairman. Their duties are to recommend the names of firms of Canadian architects who, in the Committee's opinion, are best





*Chancery, Canadian Embassy, The Hague, Netherlands.*

qualified to design a particular building abroad. Subsequently they are asked to review and advise on the architectural quality and suitability of designs and plans prepared by the Canadian architects.

### **Organization**

The Supplies and Properties Division is organized in the following sections:

- (1) Properties Abroad Section
- (2) Furnishings Abroad Section
- (3) Automotive and Electrical Section
- (4) Inventory Control Section
- (5) Stores and Shipping Section
- (6) General Order Office

All the above sections are headed by a non-rotational technical officer with considerable experience in his or her particular field of activity. During the past five years, the establishment of the Division has been strengthened by the addition of several technical experts required to meet the expanding needs of the Department.

### **Properties Abroad Section**

This section is responsible for the purchase and lease of properties and for the maintenance of all buildings abroad, including repairs, improvements and re-decoration. This involves the review of proposals from missions for the lease or purchase of accommodation. Subsequently, recommendations are prepared for consideration by the appropriate authorities. The section develops floor



layouts for new offices or programmes of alterations to accommodate increased staff. This requires consultation with other divisions and departments as to their requirements. The main work of the section is, however, to deal with the many requests from missions abroad relating to the upkeep of properties owned or leased by the Department.

At certain posts, the living accommodation for staff is in short supply and involves large advance rental payments that are beyond the means of individuals. These and other factors make it necessary for the Department to rent staff quarters. The Properties Abroad Section is now responsible for 125 government leases on staff apartments and houses. The Department is, however, prepared to rent accommodation only where local conditions warrant and where long leases of five years or more can be obtained. The quarters must, therefore, be in a suitable location and of a size and layout that will meet the needs of succeeding personnel. A long-term government lease is one of the prerequisites to carrying out a furnishings programme, which is dealt with later in this report.

### **Furnishings Abroad Section**

The standards of quality the Department has attempted to maintain are to provide heads of mission with residence furniture and furnishings that compare favourably with other countries of similar status. No two furnishing schemes are alike as to design and quality, because of the varying architecture of the buildings to be furnished and the location and importance of the post. A major factor is the climate and its effect on wooden furniture and fabrics. While certain woods or fabrics may be desirable, it is sometimes not possible to use them. Fabrics are especially difficult since certain materials freely used in North America will not stand up when exposed to strong sunlight. Neither will they withstand the rigours of frequent laundering and dry cleaning.

The Department has a small staff of qualified interior decorators who, on the basis of visits abroad, consultation with heads of mission, etc., are familiar with the manner in which official residences should be furnished and equipped. These officers are well aware of the Department's policy of purchasing goods manufactured in Canada when conditions permit and its desire to keep costs within reasonable limits. Because of their contacts with manufacturers and wholesale houses, plus a knowledge of various sources of supply, it is possible for these officers to purchase on favourable terms and to obtain more prompt delivery. If a major furnishing project is involved, it is considered desirable and more economical to send an interior decorator to the post in order to check on sources of supply and produce a co-ordinated furnishing scheme.

The Supplies and Properties Division has to date furnished 298 properties abroad in whole or in part. The regulations with regard to furnishing schemes for staff accommodation are set out in the Supplies and Properties Manual. Such schemes may only be implemented at the more difficult posts or where special conditions pertain. For example, in most Iron Curtain countries accommodation can only be obtained through a government agency and personal leases for furnished

accommodation are not possible. In the Far East, staff are discouraged from taking their own furniture because of the high cost of transportation over such a long distance and the possibility of damage from heat, humidity and insects. Although a number of complete new furnishing schemes are implemented each year, the bulk of the work of the Furnishing Section is taken up with matters of refurbishing and replacement.

### **Paintings**

The Furnishing Section is also responsible for paintings and art objects. Paintings are considered an important part of the decoration of an official residence and it has been necessary for the Department to establish a programme to acquire paintings by Canadian artists. A Selection Committee has been established with representatives from the Department of External Affairs and the National Gallery. During the past five years pictures by a number of Canadian artists have been acquired, the quantity being limited by budgetary considerations. In addition the Department has purchased a limited number of Eskimo prints and Eskimo carvings.

The Department now owns 543 pictures, of which 335 are original oils, watercolours, etc., by some 139 Canadian artists, 42 are original Eskimo prints and 166 are engravings, prints, etc., the majority Canadian scenes. The selection is as wide as possible, in order best to illustrate the talents of Canadian painters, keeping in mind the needs of External Affairs properties. Several years ago, Canadian artists were asked to submit a number of large canvases, from which the Committee made a selection. When purchased, the paintings are catalogued, photographed for record purposes and framed as necessary. Requests from posts are carefully studied to ensure that the size, colour and subject matter of paintings sent will be suitable both for the particular house and the post for which they are being considered.

### **Automotive and Electrical Section**

This section advises on electrical, plumbing and heating requirements, as well as the installation of air-conditioning equipment. It is responsible for the purchase of stoves, refrigerators, deep-freeze units, fans, heaters, radios, etc., required in all types of accommodation. A careful study must first be made to determine the climatic conditions, type and availability of electric power, water supply, and other factors affecting the selection of suitable equipment.

The Department operates a fleet of some 144 motor vehicles at 70 missions. These cars and station wagons provide the transportation for the head of post, and facilitate the operation of the mission in the way of delivering mail, messages, transportation to and from the airports, trips to the foreign office and other government departments. The Automotive and Electrical Section maintains complete records covering the maintenance and repair of vehicles, insurance, accident reports, etc. It is responsible for the replacement of cars and station wagons at

intervals of three to four years, or upon completion of some 60,000 miles. The policy of the Department is to provide Canadian-made vehicles wherever possible and recommendations for new cars are submitted to the Government Motor Vehicles Committee.

### **Inventory Control Section**

Over the years the Department has built up a large capital investment in furniture, furnishings and equipment used in our various properties abroad. The Financial Administration Act requires that the Department shall be responsible for maintaining proper administrative control of all such equipment. Complete inventories are required for each furnished property at intervals of three years. Statements of additions and deletions are, however, requested annually in order to keep the inventories up to date. Work sheets are used to control non-inventory items such as crystal, china and linen. This system is working effectively, and the complete procedure has been incorporated into the Properties and Supplies Manual. Questions relating to the disposal of worn-out equipment are referred to a Board of Survey, which meets periodically to deal with "applications for write-off" received from missions abroad. No furniture or furnishings on inventory may be disposed of without the approval of the Board of Survey.

### **Stores and Shipping Section**

The major portion of all stationery, supplies and office equipment are obtained through the Queen's Printer for use in chanceries abroad. In order to provide prompt and efficient service, the Department maintains a storage depot where supplies of all items in constant use are held in stock. Each mission abroad and division of the Department at headquarters is provided with a catalogue listing all items available in the Department and missions are requested to submit orders at intervals of six months and on a date specified by the Department. This arrangement ensures a balanced flow of requisitions to the depot each and every month and results in improved service.

The Stores and Shipping Section, besides crating the above orders for shipment abroad, also makes all the necessary transportation arrangements with shipping agents. In addition, personnel posted abroad consult this section with regard to the removal and storage of their personal effects, and are given assistance in the clearance of their effects through customs. The section obtains estimates from a number of firms covering the cost of packing furniture and furnishings. When crated, it arranges transportation by the safest and most direct route, having regard to the relative costs involved.

### **General Order Office**

This section is responsible for all orders relating to office equipment, both for headquarters and missions abroad. This includes typewriters, adding machines, photocopying and dictating equipment. The section also processes all orders for



bulk supplies of stationery placed through the Queen's Printer, orders for printing and various publications, etc. All purchase orders from other sections are typed, distributed, recorded and paid by the General Order Office. This section also makes arrangements with the Department of Public Works for furniture, alterations, redecoration, repairs required at headquarters. Senior staff of the section are the Department's representatives on the Specifications Board, which establishes standards for stationery and supplies used by various government departments.

### **Reference Manuals**

In January 1957, the Department issued a completely revised Supplies and Properties Manual. This was published in loose-leaf form to facilitate the insertion of amendments. The publication consists of ten chapters and covers all aspects of the division's activities, including policies, procedures, and limitations. The Manual has been issued to all missions and has been instrumental in reducing the volume of correspondence on a variety of subjects now covered in this reference book. At about the same time the Department's Catalogue of Stationery and Supplies was completely amended and re-issued to all missions. The Manual consists of five parts and lists all supplies and forms necessary to operate a mission that are held in stock at the Department's central Stores and Shipping Depot.

## **Opening of a New Post**

The duties and responsibilities of the Supplies and Properties Division can best be illustrated by describing the procedure for opening a new office abroad. Soon after Cabinet approves the establishment of a new mission, the Department convenes a general meeting of heads of all interested divisions. This will include the officer selected to take charge of the advance party. The purpose of the meeting is to work out a programme and timetable for the arrival of the advance party, whose main duty is to make the necessary administrative arrangements. A tentative date is also set for the arrival of the head of post.

### **Report on Conditions**

If there is a mission in reasonably close proximity to the country where the post is to be opened, one of its officers is asked to visit the city and submit a report. Alternatively, it has on occasion been necessary to send a technical officer from the Supplies and Properties Division. The officer is provided with a list of questions to which the Department would like answers. These include:

- (a) Name of forwarding agent to whom shipment can be consigned;
- (b) hotel facilities and rates — both short and long term;
- (c) availability of office accommodation, location and rates a square foot or meter;

- (d) availability of housing for a head of post and staff; whether accommodation can be leased furnished;
- (e) quality of locally-made furniture and whether office furniture should be of steel or wood;
- (f) means of transportation within the city and service facilities for various makes of motor vehicles.

At the same time the Department endeavours to obtain up-to-date reports on local conditions.

On the basis of decisions taken at the general meeting and the information referred to above, the Supplies and Properties Division can proceed with the provision of goods and services such as those described under (a) to (f) below. Enquiries must first be made, however, regarding the most direct shipping route, frequency of sailings, time in transit, best means of onward transit from closest sea-port, i.e. rail, road transport, cargo plane, etc., as well as the rates, costs of documentation and customs regulations.

### **Purchasing Procedure**

(a) The General Order Office prepares requisitions covering six months' requirements of stationery and supplies for shipment by sea. This includes typewriters suitable for the language of the country, adding machine, card and file cabinets, storage units, steel shelving as and when required. In addition the Division prepares a small order covering items required by the advance party during the first few weeks. These may go forward by air cargo, depending on the time available.

(b) The Furnishing Abroad Section prepares orders for a basic supply of office furniture, which can usually be delivered in four to six weeks plus shipping time. Instructions must be given to the suppliers with regard to packaging, such as special waterproofing and reinforcing to prevent damage in transit, instructions on shipment and documentation, etc.

(c) Besides office furniture, the Furnishings Abroad Section places orders for silver flatware, silver holloware, china, crystal, table and bed linen, according to an agreed-on scale of issue. Deliveries of certain items take from eight weeks to three months, and the Division tries to maintain limited reserve stocks of tableware which otherwise would not be delivered by the time the new head of post has arrived.

(d) The Automotive and Electrical Section frequently finds it necessary to delay action with regard to the purchase of electrical equipment until more complete information on housing is available. The section can, however, decide on a suitable make of car or station wagon, keeping in mind the government policy of buying vehicles manufactured in Canada wherever practicable. A recommendation is processed through the Motor Vehicle Committee and, when approved, an order placed with a Canadian firm. Frequently such cars require special fittings to meet the conditions of the post, heavy springing, right-hand drive, fog lamps, special transmission and so on. The important thing is to ensure that a



car is available during the early stages of the mission's operation, when there are many official calls to be made, supplies to be delivered, etc.

(e) Consultation takes place at headquarters with regard to the purchase of safes, security containers and other types of special equipment. The General Order Office then places orders with the various established sources of supply. This section arranges for the printing of calling and invitation cards for officers of the mission both in English and the language of the country. Consular stamps, passport forms and numerous documents and manuals must be obtained from divisions for inclusion in the shipment.

(f) The various sections also provide a number of personal services, such as advice on sources and prices of luggage, personally-owned motor cars, electrical equipment, radios and gramophones suitable for the climate and electrical current of the post. Orders are then placed on the request of officers and staff.

In regard to transportation and storage of personal effects, staff assigned to the new post are given advice on how best to proceed. Personnel are advised of the importance of preparing inventories of furniture, furnishings, clothing, etc., before departure, as these are essential in the event of future claims for losses caused by fire or water damage. The Stores and Shipping Section arranges for packers to crate the effects and subsequently arranges transportation. This section also assists with customs clearance and follow-ups on missing or delayed shipments, although fortunately this occurs only on rare occasions.



*Residence of the Canadian Ambassador, Washington, D.C.*



## **Leasing Office Premises**

The leasing of suitable office premises is the first order of business for the advance party. Taking into account the number of staff in the chancery, the Properties Abroad Section works out the approximate area and number of rooms that will be needed. Requirements in regard to location, etc., are described in the Properties and Supplies Manual. Using this guide, the advance party submits several alternative proposals for consideration by headquarters. Having made a choice on the basis of these reports, the Division then prepares a submission to the Treasury Board requesting authority to lease a particular property. This recommendation describes all the various factors involved — rent per month, length of lease, whether the rent includes cost of partitioning, and services such as heat, light, electricity, air conditioning, janitor service, garage for the official cars, etc.

An attempt is made to have leases conform to an established pattern. The clauses that should be incorporated into any contract are described in detail in the Properties and Supplies Manual, together with advice on the employing of legal and other technical assistance. The technical staff of the Properties Section, using floor plans received from the advance party, develops a suitable layout that will most effectively meet the special needs of the mission. Floor loadings are carefully studied before planning the location of reinforced walls and partitions; the placing of security and communications equipment, etc. Special telephone installations must also be planned in consultation with other interested divisions.

## **Lease of Living Accommodation**

At the same time as settling the matter of a chancery, enquiries must be made through real-estate agents and by advertisements in the local newspapers, in order to locate a house for the ambassador and quarters for staff. The Manual describes what is required for an official residence which includes good-sized formal rooms for entertaining, five bedrooms to meet the family needs of succeeding officers and preferably a garden. The first preference is for furnished accommodation. Sometimes the only alternative is to rent an unfurnished residence for the head of post and then to carry out a full furnishing scheme. If such is the case, then the Department requires a long lease of from five to ten years in order to provide a measure of permanency.

For houses meeting most of the Department's list of requirements, a request is made to have the lease include a purchase option. If on the basis of experience the house proves entirely suitable for family living and formal entertaining, then the Department may wish to recommend purchase. Before doing so, there are established procedures to be followed. For example, an architect is requested to prepare a complete condition report. A lawyer is engaged to check the title and ensure it is clear and free of encumbrances. A surveyor may also be needed to establish the boundaries if there is any doubt as to their location. Realtors are engaged to evaluate the property to ensure the price being asked is fair and reasonable in relation to the real-estate market in the area.



*Dining room of the official residence of the Canadian Ambassador to Belgium in Brussels.*

### **Furnishing Procedure**

In the case of a full furnishing scheme, an interior decorator is sent from headquarters to supervise the project. The policy of the Department is to purchase Canadian-made furniture when conditions permit. At some posts, it has, however, been found undesirable to use furniture of Canadian manufacture because of the climate or the possibility of damage by insects, although this can be largely offset by tropicalization. This involves special treatment of furniture during manufacture. Locally-made furniture, if of suitable quality and design, may also be used where the cost of Canadian articles plus the cost of crating, rail and ocean freight is considerably in excess of what would be paid at the post.

The interior decorator's first action upon arrival at the post is to obtain floor plans for the residence or draw a set to scale if none are available. Using these plans, he prepares complete furniture layouts. A careful review is made of local conditions and sources of supply. Where furniture is to be purchased in Canada, the interior decorator returns to headquarters with a complete list of the requirements and obtains estimates from several firms who manufacture furniture of a quality and design considered best suited to the needs of the residence and the post. Delivery dates are checked and samples of fabrics are then selected so as to produce an attractive colour scheme. Having worked out a detailed estimate of costs to include all furniture, lamps, floor coverings, tableware, and electrical equipment, the Division then prepares a submission in order to obtain Treasury Board approval for the complete furnishing project. When orders are finally

placed, the mission is provided with copies of all purchase orders. These, together with the furniture layouts, enable the mission to develop the scheme exactly as planned by the interior decorator.

### **Setting Up of Records**

When office premises, official residence, and staff quarters have finally been established, and alterations, partitions, and furnishing schemes are finalized, arrangements are then made to obtain complete records for all government-leased properties. These include detailed floor plans showing all changes, a complete set of black and white photographs, and 35 mm. colour slides. These photographs are catalogued and are invaluable to the technical staff of the Supplies and Properties Division when considering requests from the mission or when later carrying out refurbishing schemes. The post is also requested to prepare inventories of furniture and furnishings. The copies of purchase orders referred to earlier are of assistance to the post in preparing these inventories, which are carefully checked at headquarters in order to ensure that all articles purchased and paid for have actually been delivered. The Inventory Control Section assigns a number to each item on inventory and the mission is then requested to mark all furniture and furnishings with labels provided for this purpose.

The foregoing arrangements help to relieve the new head of post of many routine administrative duties upon arrival. This is most desirable in that his time is fully occupied presenting his credentials to the head of the government concerned and making numerous calls on officials and the representatives of foreign governments. The importance of having a smoothly functioning office within the first few weeks of arrival cannot be over emphasized.



## FORTHCOMING CONFERENCES AND MEETINGS

### Executive Committee of UNHCR

The Executive Committee of the Office of the United Nations High Commissioner for Refugees is meeting in its tenth session in Geneva from September 30 to October 9, 1963. Scheduled for consideration are questions such as the Office's programme for 1964, matters relating to the financing and the future work of the Office in the field of material assistance, and various reports on activities carried out by the High Commissioner during the year in the discharge of his mandate. Canada is one of the 25 countries represented on the Executive Committee.

### Governing Body of ILO

The Governing Body of the International Labour Organisation (ILO) will hold its 157th session in Geneva from October 31 to November the 15, 1963. In the course of its meetings the Governing Body will be called on to consider such matters as: The amendment of Article 35 of the Constitution, dealing with the application of ILO conventions to non-metropolitan territories; the continuing membership of South Africa in the Organisation; and the financing of the Turin (Italy) International Centre for Advanced Technical and Vocational Training. The Governing Body will also consider the reports of its standing committees and approve a calendar of meetings for the coming year.

The Canadian Government representative on the Governing Body is Mr. George V. Haythorne, the Canadian workers' representative Mr. K. Kaplansky, and the deputy Canadian employers' representative Mr. T. H. Robinson.

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## APPOINTMENTS, TRANSFERS AND RESIGNATIONS IN THE CANADIAN DIPLOMATIC SERVICE

Mr. E. R. Rettie, posted from the Canadian Embassy, Washington, to the Office of the High Commissioner for Canada, New Delhi. Left Washington August 9, 1963.

Mr. M. Baudouin posted from Ottawa to the Canadian Embassy, Paris. Left Ottawa August 16, 1963.

Miss P. A. McDougall posted from the Office of the High Commissioner for Canada, New Delhi, to Ottawa. Left New Delhi August 16, 1963.

Mr. P. J. A. Hancock appointed to the Department of External Affairs as Foreign Service Officer 1 effective August 19, 1963.

Mr. R. W. Murray posted from Ottawa to the Canadian Embassy, Belgrade. Left Ottawa August 23, 1963.

Mr. L. A. D. Stephens appointed Canadian High Commissioner to Pakistan. Left Ottawa August 27, 1963.

Mr. L. Legault posted from Ottawa to the Canadian Embassy, Warsaw. Left Ottawa August 27, 1963.

Miss L. Thompson posted from the Office of the High Commissioner for Canada, London, to Ottawa. Left London August 27, 1963.

Mr. A. C. Smith, Canadian Ambassador to the U.S.S.R., posted to Ottawa. Left Moscow August 30, 1963.

- Mr. G. P. de T. Glazebrook retired from the Public Service effective August 30, 1963.
- Mr. J. W. Graham posted from Ottawa to the Canadian Embassy, Havana. Left Ottawa August 30, 1963.
- Mr. J. M. Teakles posted from Ottawa to the National Defence College, Kingston. Left Ottawa September 1, 1963.
- Mr. J. M. Cook posted from Ottawa to the Canadian Embassy, Bonn. Left Ottawa September 1, 1963.
- Mr. A. J. Hicks posted from the Office of the High Commissioner for Canada, Karachi, to the Canadian Embassy, Léopoldville. Left Karachi September 1, 1963.
- Mr. R. J. McKinnon posted from the Canadian Embassy, Warsaw, to Ottawa. Left Warsaw September 3, 1963.
- Mr. F. G. Livingston appointed to the Department of External Affairs as Foreign Service Officer 1 effective September 3, 1963.
- Mr. J. A. Whittleton appointed to the Department of External Affairs as Foreign Service Officer 1 effective September 3, 1963.
- Mr. G. R. Paterson, Canadian Consul General at Los Angeles, posted to Ottawa. Left Los Angeles September 4, 1963.
- Mr. D. H. W. Kirkwood posted from the Canadian Embassy, Bonn, to Ottawa. Left Bonn September 5, 1963.
- Mr. D. M. Johnson retired from the Public Service effective September 6, 1963.
- Mr. J. J. Hurley, Canadian Ambassador to South Africa, posted to Ottawa. Left September 6, 1963.
- Mr. E. D. McGreer retired from the Public Service effective September 6, 1963.
- Mr. R. C. O'Hagan posted from the Office of the High Commissioner for Canada, Karachi, to the Canadian Consulate General, New York. Left Karachi September 8, 1963.
- Mr. H. L. Weidman posted from the Canadian Embassy, Léopoldville, to the Canadian Embassy, Helsinki. Left Léopoldville September 10, 1963.
- Mr. D. L. B. Hamlin appointed to the Department of External Affairs as Foreign Service Officer 1 effective September 16, 1963.
- Mr. J. R. Morden appointed to the Department of External Affairs as Foreign Service Officer 1 effective September 16, 1963.
- Mr. C. V. Svoboda appointed to the Department of External Affairs as Foreign Service Officer 1 effective September 16, 1963.
- Mr. W. T. Warden posted from Ottawa to the Canadian Embassy, Moscow. Left Ottawa September 18, 1963.
- Miss J. Shaw posted from Ottawa to the Canadian Embassy, Warsaw. Left Ottawa September 20, 1963.

# EXTERNAL AFFAIRS

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## *Contents*

*November 1963*

Canada's Tribute to President Kennedy .....	382
United Nations General Assembly .....	384
Canada's Trade with the U.S.S.R. ....	391
Visit of the Emperor of Ethiopia .....	393
Canada-Japan Ministerial Committee .....	395
Malaysia .....	398
A Fortnight in Siberia .....	404
Convention on Offences and Certain Other Acts Committed on Board Aircraft .....	415
<i>External Affairs in Parliament</i>	
Hurricane Relief .....	417
Pledging of Funds to UN .....	418
Ban on Nuclear Weapons in Space .....	418
Export of Arms to South Africa and Portugal .....	418
Admission of Red China to the UN .....	419
Forthcoming Conferences .....	420
Appointments, Transfers and Retirements in the Canadian Diplomatic Service .....	420



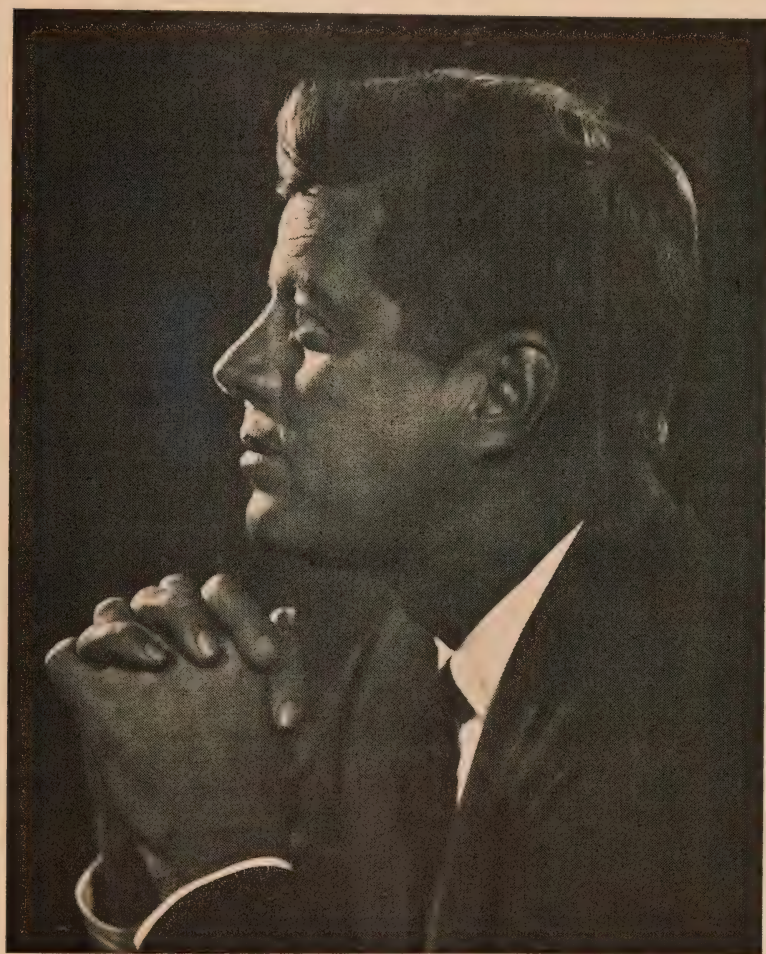
# **Canada's Tribute to President Kennedy**

**The Words of His Excellency The Governor General**

**22 November 1963**

I am shocked beyond words to hear of the tragedy which has befallen Mrs. Kennedy, the family of the late President, and the people of the United States. To them I send on behalf of the people of Canada a message of deepest sympathy in this great national bereavement.

My sorrow is personal as well as official because I had the privilege of seeing a great deal of the President when he stayed at Government House during his visit to Canada. He lives in my memory as a distinguished, knowledgeable and lovable man. He possessed an unmistakable quality of greatness tempered by simplicity. Mr. Kennedy, during his term, played an eminent part in international affairs and in the cause of peace. His loss, I am sure, will be mourned by the whole world. My prayers accompany him in death.



KARSH

# United Nations General Assembly

## EIGHTEENTH SESSION — THE FIRST MONTH

THE EIGHTEENTH regular session of the General Assembly of the United Nations opened on September 17, 1963, under the temporary presidency of Sir Mohammad Zafrulla Khan, Chairman of the Delegation of Pakistan and President of the seventeenth session of the General Assembly. (By custom, the chairman of the delegation from which the President of the previous session was elected presides until the Assembly elects a President for the new session.)

Welcoming the delegates, Sir Zafrulla Khan said that since they had last met two important developments had taken place — the conclusion of a test-ban treaty and the establishment of a direct line between the capitals of the two great powers. He expressed profound satisfaction with the advances that had been made, which gave hope of promising prospects for the future. Throughout the world there was a deep sense of expectancy. "The peoples of the world", he added, "see in these developments an assurance that further steps are possible in developing mutual understanding."

### **Credentials Committee and Presidential Election**

After appointing Algeria, Belgium, Ecuador, Ireland, Liberia, Nepal, Panama, the U.S.S.R. and the United States to serve on the Credentials Committee for 1963-64, the Assembly elected Dr. Carlos Sosa-Rodriguez of Venezuela as its President for the current session. Dr. Rodriguez received all 99 votes cast on the first ballot. The newly-elected President, who has been his country's Ambassador to the United Nations for the past five years, has attended several sessions of the Economic and Social Council and represented Venezuela on the Security Council, serving as its President in March 1962.

### **Indonesia and Malaysia**

Immediately before the election of Dr. Rodriguez as President of the General Assembly, the Permanent Representative of Indonesia, Mr. Lambertus N. Palar, rising on a point of order, noted that the seat of Malaya was now occupied by the representative of the Federation of Malaysia. After taking exception to "this procedural *fait accompli*", Mr. Palar reserved the right "to clarify Indonesia's position on this matter at a later stage".

### **Organization of Work**

The General Assembly also elected its 13 Vice-Presidents on the opening day, the members chosen representing Britain, Bulgaria, Cameroun, China, Cyprus, El Salvador, France, Iceland, Somalia, Syria, Turkey, the U.S.S.R. and the United States.



The following were elected chairman of the main committees:

First (Political and Security) Committee —

Mr. Carl W. A. Schurmann of the Netherlands;

Special Political Committee —

Mr. Mihail Haseganu of Roumania;

Second (Economic and Financial) Committee —

Mr. Ismael Thajeb of Indonesia;

Third (Social, Humanitarian and Cultural) Committee —

Mr. Humberto Diaz Casanueva of Chile;

Fourth (Trusteeship) Committee —

Mr. Achkar Marof of Guinea;

Fifth (Administrative and Budgetary) Committee —

Mr. Milton F. Gregg of Canada;

Sixth (Legal) Committee —

Mr. José Maria Ruda of Argentina.

The General (Steering) Committee, composed of the 13 Vice-Presidents and seven committee chairmen, with Dr. Sosa-Rodriguez as Chairman, began consideration of the provisional agenda and the allocation of the proposed items for discussion on September 18. The Committee first of all approved, without discussion, the recommendations in the Secretary-General's memorandum on the organization of the session, including a recommendation that Friday, December 20, be set as the closing date for the eighteenth session.

### **Steering Committee Recommendations**

After two meetings, the Committee then recommended for the Assembly's consideration 82 items for inclusion among the agenda of the eighteenth session. These were then approved by the Assembly, a number being assigned directly to plenary, while the remaining were allocated to the seven committees (e.g. those items dealing with Council and Court elections, UNEF, the implementation of the 1960 Declaration on Colonialism, Chinese representation and the methods of work of the General Assembly).

During the Assembly's discussion on inclusion of the item on *apartheid* (September 20), Algeria asked for a 20-minute adjournment in protest against the policies of the Republic of South Africa. The vote, which was immediately taken on the proposal, showed 68 in favour, 17 against (including Canada), and 22 delegations abstaining. When the South African representative replied to this move, many of the delegations that had voted in favour of the proposal rose and left the General Assembly Hall in a further gesture of protest.

The Assembly was to approve the inclusion of two additional items among its agenda on September 24. The first concerned measures in connection with the recent earthquake at Skopje, Yugoslavia. The other item, sponsored by Roumania, was entitled "Activities on the Regional Level with a View to Improving Good Neighbourly Relations among European States Having Different Social and Political Systems".

## **General Debate**

In the general debate, which precedes the Assembly's more detailed consideration of its agenda, statements were made by the delegations of 96 countries. Ten heads of state or government addressed the Assembly, including the President of the United States and the Prime Minister of Canada. The general debate continued from September 19 to October 11 and covered such subjects as the recently-signed partial nuclear test-ban treaty and the possibility of further agreements between the U.S.S.R. and the United States. There were frequent references to the desirability of denuclearized zones in different regions of the world, including Africa, Latin America, Central Europe and Scandinavia. Many speakers referred to the UN peace-keeping operation in the Congo and to the question of whether it should be continued for six months beyond December 31, 1963. Proposals were made on enlarging the Security Council and ECOSOC to permit more equitable representation of African countries. The importance of the United Nations Conference on Trade and Development in 1964 was also mentioned by a number of delegations.

## **Prime Minister's Address**

In his statement to the General Assembly on September 19, Prime Minister Pearson proposed that interested countries should examine the problems and techniques of peace-keeping operations in preparation for possible participation in future operations under the United Nations flag. He also urged a reappraisal of certain basic questions of organization. Not only should the Security Council and the Economic and Social Council be enlarged, but there should be even more concern about powers and functions. If the Security Council were given a properly balanced composition, with sufficient safeguards for voting rights, it might assume responsibility for many items that are now placed among the agenda of the General Assembly. Moreover, such a Council could be in session throughout the year.

Other points touched on by Mr. Pearson included problems of economic development and the desirability of correlating the activities of regional groupings of states more closely with those of the United Nations.\*

## **Violation of Human Rights in South Vietnam**

On October 7 and 8 the General Assembly discussed the question of violation of human rights in South Vietnam. The Government of the Republic of Vietnam sent a letter to the President of the General Assembly inviting "representatives of several member states to visit Vietnam in the very near future so that they may see for themselves what the real situation is as regards relations between the Government and the Buddhist community of Vietnam". The Assembly requested the President to act on the basis of this letter. The debate on this question was adjourned until late in the session when the representatives

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\*The full text of the Prime Minister's statement will be found on Page 338 of "*External Affairs*," October 1963.

of member states chosen to visit the country will report to the Assembly on their findings. On October 11, the President of the Assembly announced that he had appointed a seven-member fact-finding mission consisting of the representatives of the following states: Afghanistan, Brazil, Ceylon, Costa Rica, Dahomey, Morocco and Nepal.

### **First Committee**

Seven items are to be considered by the First Committee, including the question of general and complete disarmament, and the urgent need for suspension of nuclear and thermonuclear tests, denuclearization of Latin America and the question of convening a conference for the purpose of signing a convention on the prohibition of the use of nuclear and thermonuclear weapons. With regard to the question of general and complete disarmament, the U.S.S.R. has proposed that a summit meeting of the Eighteen-Nation Disarmament Committee be held in 1964. The other three items are concerned with the peaceful uses of outer space, the situation in Korea, and the improvement of East-West relations.

The Committee met briefly on October 8 to hear a statement by its Chairman and to decide on its order of business. It has since been announced that discussion will begin with the item on Disarmament.

### **Special Political Committee**

This Committee met on October 1 and decided to discuss first the policies of *apartheid* of the Government of the Republic of South Africa. One of the most important matters to be considered by the Committee at this session is the question of equitable representation on the Security Council, the Economic and Social Council and the General Committee of the General Assembly. The need for these organs to reflect the enlarged membership of the United Nations, in particular the greatly increased African representation, was mentioned by nearly every speaker in the general debate. Other items of the Committee's agenda include the report of the United Nations Scientific Committee on the Effects of Atomic Radiation, together with a report of the World Meteorological Organization on the same subject, and the report of the Commissioner-General of the United Nations Relief and Works Agency for Palestine Refugees in the Near East.

The general debate on *apartheid* began on October 8. On October 10, it was interrupted at the request of African and Asian member states in order that "urgent measures might be taken in regard to the trials now taking place in South Africa". A draft resolution, co-sponsored by 55 countries, was then introduced by Guinea, calling on South Africa to "abandon the arbitrary trial now in progress and forthwith to grant unconditional release to all political prisoners and to all persons imprisoned, interned or subjected to other restrictions for having opposed the policy of *apartheid*". The resolution, which was voted on at the same meeting, was adopted by 87 votes in favour, one against (Portugal),



with nine abstentions (including Canada). South Africa was absent from the Committee when the vote was taken.

### **Second Committee**

On September 27, the Second Committee began its work with a general debate on problems of economic development and United Nations operational programmes. Included under this heading are: The relevant chapters of the report of the Economic and Social Council; the question of the accelerated flow of capital and technical assistance to the developing countries; the matter of the establishment of a United Nations capital development fund; United Nations activities in the field of industrial development; and the progress and operations of the Special Fund.

Other items among the Committee's agenda will deal with a United Nations training and research institute, means of promoting agrarian reform, and the conversion to peaceful needs of the resources released by disarmament. A further item arising out of the report of UNESCO, entitled "Co-operation for the Eradication of Illiteracy throughout the World", was allocated to the Second rather than the Third Committee because of its financial implications.

### **Third Committee**

The Third Committee, beginning on September 27, debated the "Draft Declaration on the Elimination of All Forms of Racial Discrimination". The Draft Declaration, prepared by the Commission on Human Rights, proclaims: That discrimination between human beings "is an offence to human dignity"; that no state, institution, group or individual should discriminate among peoples in matters of human rights; that everyone should have equal access to public places and facilities; that, where necessary, legislation should be passed prohibiting discrimination; and that any governmental policies of racial segregation, especially *apartheid*, be abolished. The Declaration also refers to the right to equal suffrage and equal access to public office, and remedies against discrimination through tribunals, teaching and education. At the time of writing, the Committee had approved the preamble and most of the articles of the Declaration. A draft International Convention on the same subject will be prepared at a later date.

The 11 other items of the Committee's agenda include: The report of the United Nations High Commissioner for Refugees; the draft recommendation on consent to marriage, minimum age of marriage, and registration of marriages; the Draft Declaration on the Elimination of All Forms of Religious Intolerance; the Draft Declaration on the Right of Asylum; draft international covenants on human rights; and the designation of 1968 as International Year for Human Rights.

### **Fourth Committee**

The Fourth Committee, at its opening meeting on September 27, agreed to discuss the items of its agenda in the following order: Southern Rhodesia; South West

Africa; Portuguese territories; question of Oman; information from non-self-governing territories; dissemination of information in the non-self-governing territories on the Declaration on Colonialism; offers of study facilities for inhabitants of these territories; and the report of the Trusteeship Council.

Debate on the question of Southern Rhodesia began on October 1. A resolution, substantially the same as that vetoed by Britain in the Security Council on September 13, 1963, was tabled on October 4 by 44 member states; it called on Britain not to transfer sovereignty to Southern Rhodesia until its Government became fully representative of all inhabitants of the country. In addition, the resolution opposed the transfer of armed forces to Southern Rhodesia. On October 7, the Committee adopted the resolution by a vote of 85 in favour and two against, with 11 abstentions (including Canada). Britain was among the 12 countries not participating in the vote. The debate on Southern Rhodesia continues.

### **Fifth Committee**

On October 21, the Fifth Committee began debate on the cost of extending the UN peace-keeping operation in the Congo (ONUC) for six months beyond December 31, 1963, the date on which the Secretary-General had proposed that the operation be terminated. The Secretary-General estimated that the cost of a force of 5,350 officers and men would be \$18.2 million for the six-month period. The Government of the Congo (Léopoldville), in urging that a force be maintained until June 30, 1964, had offered to contribute \$3.2 million. A resolution proposing the continuance of ONUC until June 30, 1964, at a cost of \$15 million, to be shared in accordance with the formula agreed on at the fourth special session of the General Assembly in June, was adopted on October 11 by a vote of 68 in favour (including Canada), 11 against, and 18 abstentions.

Speaking in favour of the resolution on October 9, the representative of Canada, Senator D'Arcy Leonard, noted that the procedure for financing ONUC, as indicated in the resolution, was only a temporary expedient and should not be a precedent for the future. Canada would not support any move to reduce assessments for the developing countries below the level proposed in the draft.

The Committee also has under consideration supplementary estimates for the 1963 financial year. The revised estimates submitted by the Secretary-General are less than the appropriation voted for 1963. Later in the session, the Committee will be considering, among other things, the budget estimates for the financial year 1964, the cost estimates of UNEF, the scale of assessments for the apportionment of the expenses of the United Nations, and the desirability and feasibility of establishing a "peace fund" to permit quick action by the United Nations in the event of breaches of the peace.

### **Sixth Committee**

The agenda of the Sixth Committee consisted of five items: The report of the International Law Commission on the work of its fifteenth session; the question

of extended participation in general multilateral treaties concluded under the auspices of the League of Nations; consideration of principles of international law concerning friendly relations and co-operation among states in accordance with the Charter of the United Nations; technical assistance to promote the teaching, study, dissemination and wider appreciation of international law; the report of the Secretary-General with a view to the strengthening of the practical application of international law.

The Committee began its work on September 26 with a discussion of the report of the International Law Commission.\* The Commission's report deals primarily with the drafting of the law of treaties. In 1962 the Commission had provisionally adopted 29 articles, comprising Part I of a series of draft articles on the law of treaties. This year the Commission had given provisional approval to a further 25 articles dealing with the validity and termination of treaties.

### **Closing Date of the Session**

On the recommendation of the General Committee, the Assembly on September 20 decided to set the Friday, December 20, 1963, as the closing date for the eighteenth session.

### **Canadian Delegation**

The Canadian Delegation to the eighteenth regular session of the General Assembly includes: the Honourable Paul Martin, Secretary of State for External Affairs, Chairman of the Delegation; Dr. John B. Stewart, Parliamentary Secretary to the Secretary of State for External Affairs, Vice-Chairman of the Delegation; the Honourable Milton F. Gregg, Member of the Privy Council of Canada; Mrs. Margaret Konantz, M.P.; Mr. Paul Tremblay, Permanent Representative of Canada to the United Nations; Senator T. D'Arcy Leonard; Mr. Leo Cadieux, M.P.; Mr. George Nixon, M.P. (until November 1), and Mr. James E. Brown, M.P. (after November 1); Mr. K. Kaplansky, Director, International Affairs Department, Canadian Labour Congress; and Mr. Jean Chapdelaine, Canadian Ambassador to Brazil. Lieutenant-General E. L. M. Burns is also attending as a special adviser on disarmament. In addition, the Delegation includes a number of Parliamentary observers and advisers from the Departments of External Affairs and Finance.

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\*In the light of Canada's representation on the ILC (through the Legal Adviser of the Department of External Affairs, Mr. Marcel Cadieux), Canada's representative in the Committee, Mr. M. Nixon, made a non-contentious statement on October 8 approving the work of the Commission and relating it to the continuing development of the rule of law amongst nations.



# *Canada's Trade with the U.S.S.R.*

## RENEWAL OF THE 1956 AGREEMENT

ON SEPTEMBER 16, 1963, following the resumption of negotiations that had been recessed in March, the Canada-U.S.S.R. Trade Agreement of 1956 was renewed until April 17, 1966. The signing of the protocol of renewal was accompanied by the conclusion of additional agreements providing for the largest wheat-export sale in Canadian history. The Government of the U.S.S.R. undertook during the next ten months to buy 198 million bushels of Canadian wheat and an amount of flour equivalent to almost 30 million bushels of wheat. Only a few days earlier, the U.S.S.R. had purchased 11 million bushels of wheat. The combined value of these purchases for delivery in the crop year ending July 31, 1964, is almost \$500 million.

The original trade agreement between Canada and the Soviet Union was signed in Ottawa on February 29, 1956, for a three-year period. The basic



*Present at the signing of the renewed Canada-U.S.S.R. Trade Agreement (left to right): Mr. W. C. McNamara, Chief Commissioner of the Canadian Wheat Board; Mr. S. A. Borisov, First Deputy, Ministry of Foreign Trade of the Soviet Union; and Mr. Mitchell Sharp, Canadian Minister of Trade and Commerce. Behind Mr. Borisov and Mr. Sharp is the official translator.*

agreement provides for the exchange of most-favoured-nation trade and tariff treatment. Under the 1956 agreement, an arrangement was also reached by which the U.S.S.R. undertook to purchase over the three years of the agreement an annual quantity of between 44 and 55 million bushels of wheat. When the agreement was renewed in Moscow on April 18, 1960, for a further three years, the U.S.S.R. agreed to purchase from Canada twice as much as Canada imported from the U.S.S.R., up to a maximum of \$25 million annually, half the amount to be in wheat.

### **Fixed Purchase Agreement**

The recent renewal for a further three-year period from the date of expiry of the previous protocol follows the 1956 pattern. A fixed purchase commitment for wheat has been reached, whereas in 1960 the commitment had been based on the ratio of trade in all goods between Canada and the Soviet Union. In addition to the important purchases described above, which are to be made during the first and second years of the renewed agreement, the U.S.S.R. also undertook to buy 19 million bushels of wheat (or its equivalent in flour) during the third and final year 1965-66.

To facilitate these wheat transactions, Canadian export credits insurance facilities were made available, up to a maximum at any time of \$200 million, on the basis of payment terms of 25 per cent cash, with the balance in equal amounts six, 12, and 18 months following shipment. In the light of this ceiling of \$200 million, it is apparent that a very substantial portion of the sales to the U.S.S.R. will be on a cash basis. A small amount of the wheat and flour valued at \$33 million was purchased separately by the U.S.S.R. for cash for shipment to Cuba.

As a result of this very significant export sale, the Canadian Wheat Board expects that a new annual record for wheat exports will be set this crop year. The present record was established in the crop year 1928-1929, when exports amounted to 408 million bushels. In the best post-war crop year (1952-1953) exports reached 386 million bushels. It now appears that in the 1963-1964 crop year, Canadian wheat exports will be more than 550 million bushels. The foreign-exchange earnings from this one commodity will exceed \$1 billion.

The Canadian crop in 1963 is also a record. It is expected to reach 700 million bushels, about the same as the combined total of Canada's exports to markets throughout the world and its domestic requirements. As a result, the wheat carryover in the crop year beginning August 1, 1964, is likely to be the same size as this year — 490 million bushels.

The conclusion of this wheat sale to the U.S.S.R. will bring about a marked expansion of the level of trade between the two countries. From 1956 to the present year, the period in which the most-favoured-nation trade agreement has been in force, Canadian exports to the U.S.S.R. have averaged less than \$5 million annually, two-thirds of which has come from the sale of wheat.



## *Visit of the Emperor of Ethiopia*

**H**IS IMPERIAL Majesty, Haile Selassie, Emperor of Ethiopia, arrived in Ottawa on October 7 for a three-day visit at the invitation of the Canadian Government. The Emperor and his party were flown to Ottawa in a Canadian Government aircraft from New York, where he had addressed the United Nations General Assembly. His Majesty was met on his arrival at Uplands Airport by Governor-General Vanier and Prime Minister Pearson and, after inspecting a guard of honour, he proceeded to Government House, where he was the guest of the Governor-General. In the evening, the Governor-General and Madame



*His Imperial Majesty, Haile Selassie, Emperor of Ethiopia, accompanied by Governor-General Georges P. Vanier, leaves the Uplands Airport, Ottawa, shortly after his arrival in the Canadian capital. Behind the Emperor and the Governor-General can be seen the Prime Minister of Canada, the Right Honourable Lester B. Pearson, who is escorting Madame Vanier.*



Vanier gave a state dinner followed by a state reception in honour of the Emperor.

The following morning His Majesty attended a performance of the famous Musical Ride at the headquarters in Rockcliffe of the Royal Canadian Mounted Police. Later, he laid a wreath at the National War Memorial, after which he attended a luncheon given by Mr. Lionel Chevrier, the Minister of Justice, on behalf of the Government of Canada. In the afternoon, the Emperor held a press, radio and television conference, at which he outlined his views on matters related to the United Nations and recent developments on the African continent. He later entertained at a reception at the Chateau Laurier.

In the course of his visit, the Emperor had discussions on matters of common interest to Canada and Ethiopia with the Prime Minister and the Secretary of State for External Affairs. On the morning of October 9 His Majesty and his party departed for Bermuda by a special Royal Canadian Air Force aircraft.

# *Canada-Japan Ministerial Committee*

SECOND MEETING, OTTAWA, SEPTEMBER 1963

THE CANADA-JAPAN Ministerial Committee held its second meeting in Ottawa in September. The establishment of this Committee was agreed upon during the visit of the Japanese Prime Minister, Mr. Ikeda, to Canada in June 1961. Its first meeting took place in Tokyo in January of this year.

The Committee is not intended to be a negotiating body designed to draw up specific agreements. Its purpose is to provide a meeting ground for ministers of the participating countries to come together, to get to know one another, to discuss relations between their respective countries and the world situation generally, and to become acquainted with each others' points of view. In this way it is hoped that the Committee will deepen mutual understanding and strengthen the good relations that now exist.

## **Joint Communiqué**

*The following joint communique was issued at the conclusion of the second meeting:*

The second meeting of the Canada-Japan Ministerial Committee was held in Ottawa on September 25 and 26, 1963.

Japan was represented at this meeting by the Honourable Munenori Akagi, Minister of Agriculture and Forestry, the Honourable Kakuei Tanaka, Minister of Finance, the Honourable Hajime Fukuda, Minister of International Trade and Industry, Mr. Shigenobu Shima, Vice-Minister for Foreign Affairs, and Mr. Nobuhiko Ushiba, Japanese Ambassador to Canada.

Canada was represented by the Honourable Paul Martin, Secretary of State for External Affairs, the Honourable Walter L. Gordon, Minister of Finance, the Honourable Mitchell Sharp, Minister of Trade and Commerce, the Honourable Harry W. Hays, Minister of Agriculture, the Honourable H. J. Robichaud, Minister of Fisheries, and Mr. R. P. Bower, Canadian Ambassador to Japan.

## **Discussion of International Problems**

The ministers of the two countries exchanged views on international problems of common concern, particularly on the world situation after the signing of the partial test-ban treaty and the present situation in Asia. In view of the joint efforts Japan and Canada have made in advocating the cessation of nuclear testing, the ministers welcomed the signing of the recent partial test-ban treaty. The

Committee hoped that through maintaining close co-operation among the free nations further efforts would be made among the countries concerned to lessen international tension by such means as measures to prevent surprise attacks and by realizing general and complete disarmament with effective international verification. The Committee expressed concern over the unstable situation in Asia, and agreed that Japan and Canada, two neighbouring countries across the Pacific, would co-operate to further stability and welfare in this part of the world. Ministers also reaffirmed their conviction that the United Nations would continue to play an important role in solving international problems. They expressed the hope that at the present session of the General Assembly measures would be taken to improve the financial position of the United Nations.

### **Economic Discussion**

The Committee also discussed world economic problems of mutual interest to Japan and Canada. The ministers of the two countries agreed on the importance of the forthcoming multilateral trade negotiations under the General Agreement on Tariffs and Trade. They exchanged views on the trade relations of their respective countries with other countries. With regard to the current expansion in Canadian wheat exports, the ministers reconfirmed the importance of Japan as one of the most stable traditional markets for Canadian wheat. Canadian ministers welcomed the accession of Japan to the Organization for Economic Co-operation and Development. The Japanese ministers expressed their appreciation for the support extended by the Canadian Government to Japan's accession to the OECD. The ministers of the two countries expressed the hope that co-operation between Japan and Canada would be strengthened through their joint participation in this organization.

The Committee recognized the importance of continued international efforts to assist the economic development of less-developed countries, and ministers of the two countries described their own programmes of assistance. They emphasized the importance of increased trading opportunities for the developing countries.

### **Trade Relations**

The Committee had full discussions on the present trade and economic relations between the two countries. The Committee noted the importance of their mutual trade and agreed that there were good prospects for the further expansion of mutually advantageous trade in both directions. It noted that the opportunities for Japan to expand its sales to Canada would further be improved by diversification of commodities particularly in products which would not compete with Canadian production. It also noted the progress which had been made in Japan's import liberalization programme, and looked forward to the further opportunities which would be developed for Canadian sales as the liberalization programme went forward. The Committee also recognized the contribution to closer trade



relations that could result from joint ventures in business investment.

The Committee agreed that the methods of negotiation concerning the restraint of some Japanese exports to Canada should be further improved so as to reduce the time required for the negotiations.

The ministers of the two countries outlined the economic situation and prospects in their countries. They explained the policies which each government was pursuing in order to promote economic growth.

The ministers of the two countries exchanged views on fisheries problems, and became better acquainted with the basic positions of their respective governments on the conservation and development of fishery resources.

The Committee welcomed the forthcoming talks in Ottawa on an agreement for the avoidance of double taxation between Japan and Canada, and expressed the hope that an early conclusion would be reached and that the agreement would strengthen economic relations between the two countries.

The ministers of the two countries expressed their satisfaction with the contribution of meetings of the Committee towards better understanding between Japan and Canada.

The Committee accepted the invitation of the Japanese Government to hold the next meeting in Tokyo.

# Malaysia

ON SEPTEMBER 16, the Federation of Malaya, the former British colonies of Sarawak and North Borneo (renamed Sabah), and the self-governing State of Singapore united to form an expanded federation called Malaysia. The Sultanate of Brunei, a British protectorate and the fifth proposed member, chose, for the time being at least, to remain outside. Special inaugural ceremonies were held in the capital, Kuala Lumpur, and other Malaysian cities. Canada was represented at the celebrations in Kuala Lumpur by Mr. René Tremblay, Minister without Portfolio.



*The Honourable René Tremblay, Minister without Portfolio, Canadian representative at the celebrations marking the birth of Malaysia, presents a gift to Tunku Abdul Rahman, Prime Minister of the new federation.*

Agreement in principle on the desirability of forming Malaysia was reached in 1961, and the governments concerned took steps to ascertain opinion in Singapore and Borneo.\* A joint British and Malayan commission under the chairmanship of Lord Cobbold was appointed in January 1962 to assess the views of the peoples of Sarawak and North Borneo. The Commission's report, which was published in June 1962, concluded that a substantial majority of the popula-

\*See "The Idea of Greater Malaysia," *External Affairs*, Vol. XIV, April 1962, Pp. 138-141.

**SOUTHEAST ASIA  
SHOWING  
MALAYSIA**

Scale: 0 to 400 Miles

Geographical features and locations shown include:

- Malay Peninsula:** Thailand, Nakhon Si Thammarat, Phuket, Songkhla, Kota Bharu, George Town, Ipoh, Kuala Lumpur, Medan, Kuala Trengganu.
- Sumatra:** Padang, Diambi, Palembang, Bengkulu, Telukbetung, Diakarta, Mentawai Islands.
- Singapore:** Johore Bahru, Singapore, Lingga, Singkep.
- Borneo:**
  - Sabah:** Jesselton, Sandakan, Brunei, Miri.
  - Sarawak:** Kuching, Sibau.
  - Kalimantan:** Pontianak, Kuching.
- Other Islands:** Palawan, Mindanao, Sulawesi, Celebes, New Guinea, Timor, Java.
- Water Bodies:** South China Sea, Java Sea, Indian Ocean.
- Neighboring Countries:** Viet Nam, Thailand, Indonesia, Australia.



tion in both territories was in favour of Malaysia in principle, given suitable conditions and safeguards.

### **Federal Proposals Approved**

The detailed working-out of constitutional arrangements for Sarawak and North Borneo was remitted to an Inter-governmental Committee (Britain, Malaya, North Borneo and Sarawak) under the chairmanship of Lord Lansdowne, British Minister of State for Colonial Affairs. The Committee, which published its report in February 1963, proposed that the constitution of Malaysia should be based in its essentials on that of the Federation of Malaya, with appropriate safeguards for the special interests of North Borneo and Sarawak. In March of this year, the legislatures of both colonies approved the proposals. In both legislatures unofficial members were in the majority.

Before the formation of Malaysia, the legislatures of both Sarawak and North Borneo were made more broadly based. In Sarawak, universal suffrage was introduced and the number of indirectly elected, as distinct from nominated, members of the Council Negri (legislature) increased. In North Borneo, the local authorities were made electoral colleges for the election of members to the legislative council. The pro-Malaysia Alliance Party was the strongest group in the local elections held in Sarawak in June, and secured the majority of the seats for elected members in the Council Negri. The results of local elections in North Borneo, completed in April, also favoured the supporters of Malaysia.

### **Singapore Referendum**

A referendum on Malaysia was held in Singapore on September 1, 1962. Three alternative proposals for merger were offered. Left-wing opponents of merger urged the people to show their opposition to all three proposals by casting blank ballots. Over five-sixths of the electorate voted in the referendum, and only 25 per cent of the ballots cast were blank, while 71 per cent were in favour of the proposal backed by the Government of Singapore. A substantial majority of the population of Singapore, therefore, supported Malaysia.

At the conclusion of the final merger negotiations in London on July 9, 1963, the Malaysian agreement was signed by representatives of Britain, Malaya, North Borneo, Sarawak and Singapore. The agreement required that the British and Malayan Governments pass legislation to enable the formation of Malaysia on August 31, 1963. Singapore, Sarawak and North Borneo (Sabah) became states of Malaysia along with the existing 11 states of the Federation of Malaya. The Yang di-Pertuan Agong, the Paramount Ruler of Malaya, became head of the state, and the Malayan constitution was adapted to the requirements of Malaysia. The London agreement also included constitutions for the new states and an agreement between Malaya and Singapore on trade and financial arrangements. Britain retained its naval base in Singapore and expanded its defence agreement with Malaya to cover all parts of Malaysia.

## **Philippine Opposition**

The formation of Malaysia encountered opposition from two of its closest neighbours, Indonesia and the Philippines. In June 1962, the Philippine Government lodged a claim to sovereignty over North Borneo. They maintained that, under a series of agreements, documents, acts and other transactions from 1878 onwards, including an agreement of 1962, the Republic had acquired the right of the Sultanate of Sulu to sovereignty over North Borneo. The Philippine Government claimed that the transfer of sovereignty from the North Borneo Company to the British Crown in 1946 was invalid on the ground that the Company had never possessed sovereignty but had only leased the territory from the Sultan of Sulu. This question has not yet been finally resolved to the satisfaction of the Philippines, but was not a serious obstacle to the formation of Malaysia.

## **Indonesian Opposition**

Indonesian-Malayan relations were particularly tense in January and February of this year, following the abortive Brunei revolt and Indonesia's verbal support of the rebels. Indonesian leaders called the plans for the new nation "a neo-imperialist plot" threatening Indonesian security and announced a policy of "confrontation" by all means short of war. Relations between the two countries improved in June after conversations in Tokyo between President Sukarno and Tunku Abdul Rahman and a ministerial meeting in Manila of Indonesia, Malaya and the Philippines, but deteriorated again immediately after the signing of the London agreement. On July 11, President Sukarno denounced the agreement, claiming that it should not have been signed before an assessment of opinion in the Borneo territories was carried out. Meanwhile, there was considerable trouble along Indonesia's borders with the Borneo territories. Most seriously affected was Sarawak, which experienced numerous border raids.

## **Manila Agreement**

President Sukarno, Tunku Abdul Rahman and President Macapagal of the Philippines met in Manila from July 30 to August 5, primarily to discuss the Malaysia issue. They agreed that:

the United Nations Secretary-General or his representative should ascertain prior to the establishment of the Federation of Malaysia the wishes of the people of Sabah (North Borneo) and Sarawak . . . by a fresh approach, which in the opinion of the Secretary-General is necessary to ensure complete compliance with the principle of self-determination, taking into consideration:

- (a) the recent elections in Sabah (North Borneo) and Sarawak but nevertheless further examining, verifying and satisfying himself as to whether
  - ( i ) Malaysia was a major issue, if not the main issue;
  - ( ii ) electoral registers were properly compiled;
  - ( iii ) elections were free and there was no coercion; and
  - ( iv ) votes were properly polled and counted; and
- (b) the wishes of those who, being qualified to vote, would have exercised their right of self-determination in the recent elections had it not been for their detention for political activities, imprisonment for political offences or absence from Sabah (North Borneo) or Sarawak.

To carry out the task assigned to him, the Secretary-General appointed a nine-man commission headed by Laurence Michelmore, an American official of the United Nations. This commission arrived in Sarawak on August 16, but postponed the commencement of hearings until August 21 because of disagreement on the question of observers, who, it had been agreed at Manila, should accompany the UN teams in Sarawak and Sabah. Compromise on the basis that each of the Manila powers should send four observers and four clerical assistants was not reached until August 31. The Malayan Government announced the postponement of Malaysia Day to September 16, so that it could take place after the commission had completed its work.

On September 14, U Thant issued his mission's report, which confirmed that the majority of the population of Sarawak and North Borneo favoured joining Malaysia. Pursuant to its specific terms of reference it found that Malaysia had been a major issue in the elections in the two territories, that those elections had been properly conducted, that the number of persons unable to vote was too small to have affected the results of the elections, and that the legislatures in both colonies had constitutionally approved joining Malaysia. The Commission concluded that they represented the wishes of the people.

### **Break in Diplomatic Relations**

Neither Indonesia nor the Philippines recognized Malaysia. Dr. Subandrio, the Indonesian Foreign Minister, stated on September 15 that "as it is now Indonesia cannot legalize the formation of Malaysia." He cited three flaws in the work of the Secretary-General's team: the time was too limited, the observers did not arrive until after the team had begun work, and the new date for the formation of Malaysia (September 16) was set before the Secretary-General's report was completed. The Philippine President announced the same day that his Government had decided to "defer" recognition of Malaysia. Anti-Malaysia demonstrations took place in Djakarta and Manila, those in the Indonesian capital causing considerable damage to the British and Malaysian embassies. On September 17 the Tunku announced that the Malaysian Government had decided to sever diplomatic relations with Indonesia and to withdraw its ambassador from the Philippines. The Tunku's announcement was followed on September 18 by further anti-Malaysia demonstrations in Indonesia, which culminated in the sacking of the British Embassy in Djakarta and damage to other British properties. After the break in diplomatic relations, the Indonesian Government announced the severance of economic relations with Malaysia.

Canada from the outset has regarded the idea of Malaysia as one that would bring advantages to all parts of the nation and constitute an important step towards ending the colonial era. Consequently, the Canadian Government welcomed the formation of Malaysia and the conclusions of the Secretary-General's commission. In a broadcast to Malaysia over the CBC International Service on September 16, Prime Minister Pearson said, in part:



Canadians have followed with interest developments in recent years in all parts of Malaysia. We have noted the stability and prosperity of the Federation of Malaya, and the rapid political advancement of Singapore, Sarawak and Sabah. The interest of the governments concerned in forging these elements into a new national entity was welcome to us, and we are glad to see their efforts reach a successful conclusion. We are confident that Malaysia will draw strength from all its component parts, and that it will prosper in the years to come.

# *A Fortnight in Siberia*

*In April and May of this year, Mr. Arnold Smith, until recently Canadian Ambassador to Moscow, visited Central and Northeastern Siberia in the U.S.S.R. in company with his First Secretary, Mr. C. J. Webster. This article consists of extracts from the report of the trip:*

I HAVE RECENTLY returned from a fortnight in Central and Northeastern Siberia. I found it fascinating and impressive. Part of my interest was due merely to personal and subjective reasons — I have been intrigued by the history and even the place-names of the region ever since I first became interested in Russia before the war. Another reason was its remoteness (Yakutiya is seven hour-time-zones distant from Moscow, whereas Paris is merely two in the other direction), a remoteness enhanced by Russian restrictions on allowing foreigners to travel there.

But I had other and more objective reasons for interest, prominent among which was the similarity which I expected to find to parts of Canada in climate, resources and problems. In many ways it would make sense that Canada and the Soviet Union should co-operate and exchange information on the special problems of construction and of social and economic development in the Arctic and sub-Arctic, where we have more in common than any other two countries.

I got permission for this trip by raising the subject with Mr. Khrushchov last November, during the course of a long talk mainly on general political questions. I based my request specifically on the similarity and common interests of Canada and the Soviet Union as northern neighbours, and on my view that we should try to become better neighbours by learning gradually to co-operate in the solution of the special problems of northern development. I suggested that in due course an exchange of experts would be desirable and that, for a start, I should like to see something myself of new economic developments in Siberia, and indeed should be ashamed as a Canadian to leave this country without having done so.

Mr. Webster and I are, I understand, the first foreigners ever to be allowed to visit the territory of the new diamond-mining industry around Mirnyy; I also suspect that we are the first Westerners since Henry Wallace in 1943 who have been allowed to visit the gold-mining region of Aldan. Both of these regions are in the Yakut Autonomous Soviet Socialist Republic.

## **A Crowded Itinerary**

In addition to these little-known but very important mining regions, we visited Yakutsk, Irkutsk, Baykal, the aluminum industry at Shelikhov, and Bratsk, the site of an enormous dam and hydro-electric station. Everywhere most doors were opened for us. The result was an extremely crowded programme. During





the fortnight which ended on May 4, Mr. Webster and I travelled some 8,000 miles, visited more than 50 institutions and enterprises, and talked with many hundreds of persons, several score of whom were responsible and senior officials in various fields, political, industrial, scientific, artistic, and educational.

Everywhere we went we were well entertained — by the President of the Republic, by mayors, by the heads of the diamond and gold mining trusts, by party *apparatchiki* and similar leaders — usually with typically overwhelming Soviet standards of official hospitality, which, to say the least, is not slimming.

Quite apart from what we learned, we had opportunities to impart our own views in frank discussions with a wide range of officials. I was also given the opportunity of addressing a considerable number of audiences, ranging from a theatre full of several hundred of the leaders of the Yakut Capital (Yakutsk) to the staffs of various schools, Party organizations, and industrial enterprises; and, of course, I had conversations with various small groups of workers in factories, mines, construction sites, and farms, and with students at schools and institutes. In view of the rarity of, and, in some places, the lack of any precedent for, visits from Westerners to these people, I think the opportunity we had to talk with them was of real value, in contributing something, however small, to break down the barriers between articulate and important sections of the Soviet public and the West.

### **Dominant Impressions**

My main impression of Siberia, apart from the vastness of territory, ruggedness of terrain, and relative sparsity of population, is its tremendous potential wealth, in material resources and very cheap energy. I was also impressed by the determination and enterprise with which this huge region is being developed. Many of the resources in Siberia, like those in Canada, are such that they can be exploited only on a very large scale and after great capital investment. Compared to the resources, the surface is only beginning to be scratched, but for all this the scale of investment in those areas and resources selected for priority treatment is very impressive. I could not help thinking, in Siberia, that some day the Soviet Union east of the Urals might compare to European Russia as North America compares to the older civilization of Western Europe, or as the United States west of the Alleghanies (the first watershed east of the Atlantic seaboard) compares to the older section of America's Atlantic coast.

It is dangerous to generalize, but on the whole the people I met in Siberia struck me as more open, more optimistic, more hospitable, and less worldly-wise and cynical, as well as less sophisticated (except technically), than those of European Russia. The places which we visited also seemed to have the typical psychology of boom towns, Yakutsk itself being perhaps the one exception to this, but not entirely. Between the towns which we visited there is a vast difference in age — three centuries in the case of Irkutsk and Yakutsk, three decades in that of Aldan (the gold-mining centre on a tributary of the Lena

River), and less than ten years in the cases of Mirnyy (the centre of the diamond industry), Bratsk (the site of a huge power dam, which, when completed in 1965-66, will be the largest in the world until a still larger one is built, a few years hence, some hundreds of miles further north on the same Angara River, a tributary of the Yenisey), and Shelikhov, where we saw an already large and producing aluminum plant, which is currently being quadrupled in size. Though a few centres rate as old by Siberian or North American standards, the whole region remains a pioneer fringe, a zone in which continuous Slav settlement is still pushing north and east into the primeval forest and tundra — today with bull-dozers and very modern technical assists.

Against this background there are striking contrasts in development. The most spectacular growth is of course industrial, and most of this is very new. Even more impressive, I think, is the scale and vision of the new developments of scientific institutes and the enthusiastic plans their applied scientists are making for future development. We were not allowed to visit Novosibirsk, the "capital of Siberia", and the great "science city" which is being established there. But we did visit the impressive branch of the Academy of Sciences in Irkutsk, where also an important substantial "city of scientists" is under construction to house the extensive and already substantial organization. In Yakutsk the Filial of the Academy of Sciences was much simpler, but the Permafrost Institute seemed impressive.

### **Mirnyy and Its Diamond Mines**

Possibly the most spectacular and the most instructive example of modern development which we saw in the Soviet sub-Arctic was Mirnyy, which lies on the Irelyskh River, in the upper reaches of the Vilyuy basin in southwestern Yakutiya. All this area is underlaid by permafrost. We were shown and told a lot about the special construction methods being used for buildings, dams and roads.

In this region nothing human existed until diamonds were discovered some eight years ago. Today, Mirnyy is a city of 25,000 and the centre of a rapidly-expanding diamond industry (dredging, "pipe" mining, and separation or refining), which is scattered over an area measuring 700 kilometers from south to north and 330 km from west to east.

A major effort is being put into urban development at Mirnyy. The town at present consists of medium-large wooden structures, most of them housing eight to 12 families in apartments. But all this, though far from unsubstantial, is considered temporary. The factories are made of concrete blocks, or in the larger cases aluminum walls on steel frames, the nearby river is being dammed up to create an artificial lake and a more dependable water supply, and a completely new town is to be built on its banks within the next two or three years, of masonry and other modern fireproof materials. The large plants are to have prefabricated, insulated aluminum walls, to reduce weight to a level supportable on the piles sunk as foundations into the permafrost.





*Construction of a gold refinery, Nizhnyy Kuranakh. The background is a valley filled with gravel spill from a gold dredge.*



The Diamond Trust runs its own *sovkhozi* (state farms) in the vicinity — or rather one *sovkhoz* and three branch *sovkhozi* under the same management. These produce chickens, eggs, milk, and some meat, plus a certain quantity of vegetables. Grain, however, is brought into the region from much farther south and west from Europe and Kazakhstan.

During our final evening in Mirnyy, the head of the Diamond Trust, whose office is in Moscow, arrived in town, and we all had dinner together in the detached and comfortable wooden house of his resident deputy, the chief engineer of the Trust. All these men — the chief engineer, his senior assistants, the mayor of the town, the head of the Trust, the head of the Construction Organization, and their wives, struck me as very agreeable and effective people, extremely interested and obviously accustomed to getting big practical jobs done and to making material things happen. I liked them. I think most Canadians would.

### **Aldan and the Gold Trust**

We also had the opportunity of visiting and spending a couple of days in another of the Yakut Republic's mining centres, Aldan, headquarters of an important gold-mining industry. By contrast to the obvious crash development, Mirnyy, Aldan and the gold industry of the region are the results of slower growth over a much longer period. Thus the Aldan Rayon now possesses 80,000 people, 46 schools, and 70 medical installations, and Aldan has its own Advanced Mining Institute (which we visited), with a student body of 1,200. The whole gold industry (dredging, shaft-mining, and refining) is under the control of the Yakut Gold Trust. It seemed obvious that dredging operations, which are very extensive throughout the area, still — and will for a long time continue to — account for a large proportion of the total output.

The Gold Trust, like the Diamond Trust, runs its own group of state farms. We visited one of these, and it proved to be the cleanest, and to my layman's eye the most efficient and impressive, of all the innumerable farms which I have visited, over a period of many years, in various parts of the U.S.S.R. These farms, too, concentrate on dairy cattle (for milk and some meat) and on chickens for meat and eggs, with a certain amount of feed; vegetables for human consumption are also produced locally. This *sovkhoz* had a large number of cows with good mechanical milking devices, and 40,000 chickens (20,000 laying and 20,000 baby chicks developed in automatic incubators). It produced cabbages, potatoes, greens for its own silage, and root vegetables, but no grain.

It was very clear, from what we saw, and from all that we heard from executives and workers of the gold and diamond trusts, that these powerful trusts insist on, and obtain, fairly substantial privileges in terms of good material living, in so far as food and some material facilities are concerned. When I noticed plentiful supplies not only of good Caucasian wines but of fairly ordinary mineral waters from the Caucasus, I asked a senior official how their prices

compared with prices in Moscow or Yerevan. He told me that the prices were identical — this despite the significantly higher wage levels in this region. I asked him whether he thought that this really made economic sense, or whether it might not be more efficient to produce soda waters and soft drinks locally. He replied that his workers put up with many difficulties in a remote region, but expected the consumers' goods to which they had been accustomed in Europe. "If Moscow does not like to provide us with such things at the European prices, let them find their gold in the Moscow region (*Podmoskov'ye*)", he commented, with a forceful and rather contemptuous shrug for the bureaucrats who lived more softly in the capital.

### **Yakutsk**

For a few days before visiting Aldan, and for a day and a half again in between Aldan and Mirnyy, we were in Yakutsk itself, the capital of the Republic. Here we had talks with several members of the Government, the mayor, the heads of the local branch of the Academy of Sciences, officials of the Permafrost Institute, and the heads of Yakutsk University, all of which institutions we visited. We also saw some construction operations on permafrost.

By way of a day's rest in a heavy programme, and to see something of the less "developed" side of the Republic, I had asked for a day's relaxation and some fishing. This request for a day's rest was granted in typically Soviet style: we were told one evening that the next morning we should leave our hotel at 2:00 a.m. to drive some 100 miles north through very rough country to a



*Fisherman's lunch, Ust-Aldanskiy, Rayon. Left, Rastorguyev; right, Mr. Smith.*



lake where we would fish. This we did, passing through a number of Yakut collective-farm settlements *en route*, and also crossing over a winter-ice highway of many kilometers length on the Lena River. When we arrived, toward dawn, at the chosen lake in two jeeps (the Prime Minister's deputy and I in one with a driver, and Mr. Webster with another Yakut official and driver in the second), we found that eight Yakut fishermen had been organized to arrive before us and drill convenient holes through the ice in advance. During the day we caught several hundred small perch, and had a very gay picnic, with a delicious Yakut fish soup as the *pièce de résistance*.

Our outing in the wilds of Northeastern Yakutiya, while hardly restful, was invigorating and delightful. We got back to our hotel in Yakutsk, exhausted, about 10:30 that evening, very ready for a light supper and bed before an early appointment next morning.

### **Irkutsk**

Next morning, after a breakfast with some visiting ministers at our hotel, we flew to Mirnyy, already described. After a couple of days there we flew to Kirensk and thence to Irkutsk. We attended the local May Day parade and then were driven for lunch, by an Oblast' government official, to Lake Baykal, where we visited the Limnological Institute, which carries on extensive scientific studies of Lake Baykal in particular, and of other inland waters in the Soviet Union in general. Lake Baykal is not only very beautiful but very peculiar and special in a number of ways — geological, biological, and otherwise. It is extraordinarily deep, has a peculiar four-hour pendulum tide, and among other unusual fauna it has freshwater seals!

We managed to have two free evenings in Irkutsk, and we found them very interesting and refreshing. We roamed the streets, talked with casual new acquaintances, and one evening visited an exhibition, in the large lobby of a cinema, of several hundred paintings by amateurs. A few of these were quite interesting modern works in oils and *gouache*; some of the artists seemed to be very promising students.

### **Aluminum Plant at Shelikhov**

Of more general interest, perhaps, was a visit we paid on our first full day in Irkutsk to the neighbouring town of Shelikhov, a new city about 35 km west of Irkutsk, which, although not yet completed, is already impressive, both from the point of view of new urban development and industrially. The aluminum industry there, like all aluminum industries, is, of course, being developed on the basis of abundant and cheap local hydro-electric power. The plant at present consists of two already functioning mills, each containing 80 electrolytic baths. A third and substantially larger mill is nearly completed. A fourth mill is also under construction, and when it is operating the entire plant is designed to specialize in the production of aluminum cable, which will be fabricated in



the latter mill. At present it is producing ingots. Four further mills of electrolytic baths are to be added in the next four years. The power comes partly from the Irkutsk hydro-electric station, which we visited, but also partly from the new very much larger hydro-electric station at Bratsk, which we visited later and which is referred to below. The newly-built town of Shelikhov has at present a population of 25,000, but this is to increase to 125,000 within the next decade. This town is now a "city" in its own right, a fact which illustrates its industrial importance.

### **Bratsk**

One day we flew from Irkutsk to Bratsk, a new town some 400 km north on the Angara River, where a huge dam, no less than a kilometer in length and 120 metres high, is nearing completion. When completed, it will be, for a few years, the largest hydro-electric station in the world, with a 4.5-million kilowatt capacity.

The new artificial lake which the dam is creating has thus far filled to only about half its planned depth, but the lake is very beautiful as well as already useful. A number of new industrial towns are being built, or are planned to be built in the next few years, within a couple of hundred kilometers radius of Bratsk, designed for exploitation of its cheap power. One of these, as already mentioned, will be a new and large aluminum plant. Another is to include what I understand will be the world's largest and most highly automated sawmill, which is being supplied by a Canadian firm for a contract of several million dollars.

Bratsk will not long, it is intended, be the world's largest hydro-electric station; it is to be surpassed a few years after completion by a somewhat larger dam and station to be built on the same river at Ust-Alimskaya, a few hundred km farther north. I understand that still larger stations are planned for eventual construction, further north on the Yenisey River, of which the Angara is a tributary. There are ambitious plans also for new hydro-electric stations on many other Siberian rivers.

The population of Bratsk is at present some 110,000, but the complex of new industrial towns which is to be developed around it will give the region a population of many times this figure. Thus the city to be built around the aluminum plant being constructed some 50 miles toward the southwest, on the new lake created by the dam, is expected to have a population, I understand, of some 200,000.

### **Peopling Siberia**

In one fundamental respect the old Siberia has not changed. Until recently a prison for exiles from all over the country, it still draws its labour from far and wide. The population is for the most part arrestingly young. The old Siberian mentality, with its vision, generosity, and drive, is still very much alive. The

dominant non-indigenous strain seems to be Ukrainian; it is the people of the old southern frontier, who first stormed the newer frontiers of Czarist Russia to the north and east, who are still mainly responding to this challenge, and hearkening to the call of "Go East, young man".

Most of the people of European origin in Siberia are young, and go there for the challenge and scope of new opportunities and the attraction of (relatively) high pay. It seems very clear that the system of bonuses is considered important in attempting to attract, and especially to hold, workers.

These bonuses are based on three criteria. There is a bonus which increases with latitude, rising from a minimum in for example the Aldan (gold mining) region, of 40 per cent above the national wage-rate level set for each category of worker, through 60 per cent of the Arctic Circle to 70 per cent and even 100 per cent in the high Arctic. There is an additional bonus for length of service, clearly designed to discourage the high labour turnover which is obviously a serious problem for industrial executives and planners in Siberia. This long-service bonus amounts to a 10 percent increase, based on the total wage (that is not merely 10 per cent of the basic national wage rate but also 10 per cent of the Arctic bonus), for every consecutive year of service north of the Arctic Circle and 10 per cent for every two years of service in Siberia south of the Arctic Circle. There is still a third bonus, which increases as you go farther east to regions ever more remote from the glitter of the big old European cities. Price levels of consumer goods are, however, controlled by the national price-setting mechanism, and are the same in Siberia as in European Russia, for goods sold through the state-trading system.

Attention, and resources, are also spent on the early provision of club-houses, theatres and other "cultural" facilities and amenities for the workers in the new towns. By theatres, I mean *theatres* — auditoriums with large stages, which will provide accommodation not only for Party pep talks and for amateur dramatics but for visiting troupes from the ballet and theatre companies established in the big cities back west. There are also, of course, the inevitable cinemas.

### Religion in Siberia

I made a point of enquiring about churches, and wherever we could Mr. Webster and I visited them. Usually there were none to visit. In Yakutsk itself, the mayor told me that there were no churches working any more; and we noticed that a theatre, which we attended one evening, was housed in a converted building which had originally been a large Orthodox church, while the Institute of Cosmic Physics and Aeronomy was in part housed in another former church. In Aldan, Lebedinyy, Leninsk, Drazhnyy, Mirnyy, Almaznyy, Bratsk, Shelikhov, and the other new industrial towns which we visited, there were no churches, as we were told and as we could easily see for ourselves.

One of the points I emphasized in conversations with Soviet and Communist

Party officials, in explanation of a trip which clearly aroused a great deal of curiosity, was my view that foreign representatives to the Soviet Union should not be content merely with living in Moscow. Diplomats, I said, should get away from the capital and try to see things for ourselves, so that we could report objectively, the good and the bad, about developments and about what the people were really like and what they really wanted.

To all with whom I spoke I preached the great similarity between the resources, the climate, and therefore the developmental problems of the Canadian North and of Siberia. We were neighbours, around the Arctic Sea, and we wanted to be good neighbours. I stressed the contribution which I thought a reciprocal exchange, of documentation but especially of expert delegations and visitors of all sorts, could make to both of us, in the way of helping develop a better mutual understanding between our two countries, and of helping each of us to solve various technical problems of northern development where we had so much in common. We Canadians, I maintained, are in favour of co-existence, but we are in favour of going beyond this cold and suspicious toleration of each other to the gradual achievement of co-operation, trust, and real friendship. The implied question — with more senior officials, my explicit question — was whether they, for their part, would be ready for such co-operation and for the development of reciprocal exchanges.

One inevitable question, raised often with me in innumerable towns and villages, was why Canada should suddenly decide this spring to adopt nuclear rockets. It surprised my interlocutors to learn that these were not strategic missiles aimed against Soviet territory, but merely short-range anti-aircraft defences, to protect ourselves against any Soviet attack by manned bombers.

## **Conclusion**

To sum up, there was a great deal that we were not allowed to see. In particular, despite our efforts, we were not allowed to get beyond the Arctic Circle in Siberia. It is easy enough to visit Murmansk and Archangel in European Russia, and many members of our Embassy have done so periodically, but in Siberia we did not succeed in seeing anything of the real "Far North". Nevertheless we did manage to see something of development in Siberian sub-Arctic conditions, and saw a selection of developments on very different historical bases.

While there, and also after my return to Moscow (where innumerable Russian officials at all levels, from the Praesidium down, have expressed curiosity and genuine interest in learning of my reactions), I have emphasized, quite honestly, that I was on the whole very favourably impressed. I have expressed my hope that my trip will help to open more Canadian visits to Arctic and sub-Arctic areas in this country. I have stressed my view that more visits of this sort, on a reciprocal basis, between our two countries, would be desirable from the Soviet as well as the Canadian view point.



# *Convention on Offences and Certain Other Acts Committed on Board Aircraft*

POTENTIAL airborne criminals or tortfeasors have probably not been unduly troubled all these years by the fact that the results of some of their schemes might not fall within any country's jurisdiction; nor is it likely that they have been overly concerned by the fact that in some instances they might not have been subject to any legal process or measures of restraint for any misdeeds on board aircraft. The interests represented by the 60-odd delegations which met at Tokyo during the months of August and September to draw up a convention on offences committed aboard aircraft were, however, not those of the potential criminals. On the contrary, for the most part the 150 jurists, diplomats and observers attending the International Conference on Air Law seemed concerned with the relatively duller tasks of law enforcement.

On September 14 the Conference, by a majority of 36 (including Canada) to none, adopted the final version of the "Convention on Offences and Certain Other Acts Committed on Board Aircraft", and the following day the Convention was signed by 15 countries, including the United States, Britain, France and Japan.

The Convention marks the climax of 13 years' work in one of the most important fields of activity of the International Civil Aviation Organization. The move to enact an international convention dealing with criminal offences aboard aircraft dates back to 1910, when the Institute of International Law took up the issue. By 1950, technical developments in the field of aviation had reached the stage where the modest but farsighted efforts begun in 1910 had grown into a veritable groundswell of international juridical activity. In that year, Dr. E. M. Loeza of Mexico was asked by ICAO to study "the legal status of aircraft". Through the help of the drafting skills and opinions of legal experts around the world, the present Convention reached its penultimate form in a draft adopted at an International Conference held in Rome in August 1962 by the Legal Committee of ICAO.

## **Summary of the Convention**

The Tokyo Convention which, incidentally, is the first multilateral treaty ever signed in Japan, has resolved a number of knotty legal riddles that have been plaguing operators and owners of international air carriers ever since passenger traffic across international boundaries began to assume sizable proportions. Up to now offences committed aboard aircraft were dealt with either under the national law of the aircraft's state of registration or the law of the state overflown. Neither of these laws was at any time clearly paramount in such cases, nor was the aircraft pilot ever absolutely certain as to which law, if any, applied.

The delegates gathered at Tokyo explored the intricacies of these various predicaments in their most minute aspects and, in many cases, refused to adopt drafting suggestions until every possible permutation of nationality, crime and instance had been worked out. For instance, no clear-cut decision could ever have been rendered before this day in the following example: A person of X nationality boarding an aircraft of Y nationality in State Z bound for State Q consumes an inordinate amount of intoxicating liquor (of various nationalities) while overflying countries A, B, and C, and, under the influence of alcohol, annoys or in some way importunes a stewardess of P nationality. What is the aircraft commander (of N nationality) to do in this situation, and if he takes some remedial action, under the law of which state is he to do so? The present Convention gives the answer to issues of this sort and provides some guidance and assistance to aircraft commanders. In the purely fictitious example given, for instance, the aircraft commander would be spared the task of determining the law of which country is to be applied and, in all confidence, could take any measures he thought reasonable to protect the passengers and the aircraft under his control.

The text adopted at Tokyo in fact constitutes in a brief codified form a set of rules to be applied mainly by the person in charge of an aircraft where an incident may occur and by the authorities of the country of landing. Chapter I delineates the scope of the Convention by defining the type of offences or acts to which it is to apply, indicating the categories of aircraft involved and circumscribing geographical areas of application. Chapter II, treating jurisdiction, recognizes the pre-eminence of the state of registration of the aircraft in this respect. Chapter III provides aircraft commanders with authority to take reasonable measures, including restraint, against malefactors on board so as to protect the safety of the aircraft, its passengers or their property. There are also provisions in the Convention setting out the steps to be taken by contracting states and aircraft commanders in cases of "unlawful seizure of aircraft", i.e., hijacking. Subsequent chapters contain a fairly detailed regulation of the obligations incumbent upon the contracting states with regard to the treatment of offenders who may land in their territory or to other circumstances envisaged under the provisions of the Convention.

The Tokyo Conference on Air Law lasted almost a month and kept a heavy schedule — not infrequently involving lengthy evening sessions — , which was conducted throughout in an atmosphere of technical impartiality. The elaborate arrangements made by the Government of Japan for the convenience of the delegates and the efficient despatch of the job at hand, and the experienced and devoted assistance of the ICAO Secretariat personnel, contributed in a large measure to the successful achievement of the task which the Conference had set out to accomplish.

# *External Affairs in Parliament*

## **Hurricane Relief**

*The following statement was made in the House of Commons on October 10 by the Acting Prime Minister, the Honourable Lionel Chevrier:*

... It was decided today that the Canadian Government would make available to the Canadian Red Cross Society an amount of \$20,000 for the provision of Canadian relief supplies to the peoples in the Caribbean area suffering from the destructive effects of Hurricane "Flora". Five thousand dollars of this amount has been earmarked for Tobago, and the remainder would be available for possible use in other areas affected in the Caribbean such as Jamaica, Haiti and Cuba, where the Red Cross considers the most effective use of this contribution can be made.

*On October 22, the Secretary of State for External Affairs, the Honourable Paul Martin, replying to an inquiry as to whether the Government contemplated giving assistance to Cuba to help overcome the effects of Hurricane "Flora", said:*

... It is the intention to provide, pursuant to traditional policy, assistance to countries that were the victims of unfortunate accidents and consequent destruction. I had a telephone call this morning from the head of CARE as to possible further assistance by way of supply from Canada of amounts of available dried milk. My colleague the Minister of Agriculture has indicated that this matter is under consideration. Indeed some action has already been taken. . . .

*On October 23, the Minister of Agriculture, the Honourable Harry W. Hays, made the following statement:*

On October 10, 1963, the Acting Prime Minister informed the House that the Canadian Government was making available to the Canadian Red Cross Society an amount of \$20,000 for relief to the Caribbean areas suffering from the effects of Hurricane "Flora".

I am pleased to inform the House that as an additional measure of assistance a total of 1,150,000 pounds of skim milk powder is to be provided by Canada to certain international relief agencies for use in the affected areas. Of the total quantity, 1,000,000 pounds are being made available to the United Nations International Children's Emergency Fund, known as UNICEF, and 150,000 pounds are being provided to the Canadian Red Cross Society. Of this latter amount, 15,000 pounds have already been airlifted to the area.

It is understood that, in addition to the Canadian Government's donations to this area, various Canadian individuals and firms have made both direct and indirect contributions to those suffering from the effects of this disaster.



## **Pledging of Funds to UN**

*On October 15, Mr. Martin made the following statement:*

I wish to inform the House that, when the pledging conference is convened today at United Nations headquarters in New York to enable countries to pledge voluntary contributions to the United Nations Special Fund and to the United Nations Expanded Programme for Technical Assistance, Canada will be pledging a substantial increase in its contribution to the Special Fund.

The Government has authorized that we may pledge \$5 million for 1964, and this increase over last year's contribution to the Fund of \$2.35 million in United States funds is evidence of Canada's support for the important pre-investment technical assistance activities of the Special Fund and for its able and dedicated Managing Director, Mr. Paul Hoffman. The Special Fund has attained only 70 per cent of its target of \$100 million.

The target of \$50 million for the Expanded Programme of Technical Assistance was reached in 1963, and Canada's pledge to the Expanded Programme for 1964 is being made at the same level as last year.

## **Ban on Nuclear Weapons in Space**

*Asked on October 16 to comment on an announcement that the Soviet Union and the United States Government had agreed to support a United Nations resolution to ban nuclear weapons from space, Mr. Martin said:*

... The proposal now embodied in a resolution presented by the United States, and which, according to reports, Mr. Gromyko says will be supported by the Soviet Union, provides for the banning of nuclear weapons in outer space. This is a proposal that will be welcomed by Canada and will be welcomed, I am sure, by all countries at the United Nations. It is a proposal that was put forward earlier in the 18-Power Disarmament Conference at Geneva. I hope we may conclude from this further agreement that we have an additional indication of the extent of the *détente* between East and West at the present time

## **Export of Arms to South Africa and Portugal**

*The following statement was made to the House on October 21 by Mr. Martin:*

... It has for several years been the policy of the Canadian Government not to permit the shipment of arms to South Africa which might be used against the non-white population for the enforcement of the policy of *apartheid*. On August 7, 1963, the Security Council passed a resolution recommending that all states should cease the sale and shipment of arms, ammunition and military vehicles to South Africa. Taking into account the Security Council's recommendation and

wishing further to express our disapproval of South Africa's *apartheid* policies, the Government has decided that it will not authorize the acceptance of any new orders from South Africa for items of military equipment, nor permit the shipment of such equipment to South Africa.

Before August 7, 1963, the Canadian Government had authorized the sale to South Africa of certain aircraft, communications equipment and air navigation equipment manufactured in Canada which were judged to be without relevance to the enforcement of the policy of *apartheid*. While keeping the situation under constant review, for the present the Government will allow the shipment to South Africa only of maintenance spares for equipment supplied before August 7, 1963, and, subject to examination in each case, of certain aircraft piston engines and maintenance spares for such engines.

The Government has also reviewed its policy with regard to the export of arms to Portugal. As I informed the House on June 25 this year, Canada has not made any contributions of Canadian military assistance to Portugal since November 1960. With respect to the sale of arms and military equipment on a commercial basis, it has been the policy of the Canadian Government since 1960 not to permit the export to Portugal or the territories under Portuguese administration of any arms or equipment which, in our judgment, would be used for military purposes in the Portuguese overseas territories. The Government proposes to continue this policy.

### **Admission of Red China to the UN**

*Asked on October 22 "why the Canadian Delegation voted yesterday against the admission of Mainland China to the United Nations", Mr. Martin replied as follows:*

. . . The draft resolution which was introduced this year was sponsored by Albania and not, as usual, by the Soviet Union. While the Soviet Union and India, which have at various times in the past taken the lead in trying to secure a change in Chinese representation, promised to vote in favour of the draft resolution, and indeed, did so, it is notable that they did not sponsor the resolution this year.

The draft resolution which was presented provided for two things, the seating of representatives from Communist China and the expulsion of representatives from the Nationalist Chinese Government. As Canadian representatives have said in recent years, the Canadian Government is ready to consider carefully any proposal to settle equitably the question of Chinese representation; but an equitable solution, among other factors, must preserve for the people of Formosa the right to self-determination. This year's resolution did not make such provision; therefore the Canadian Delegation could not and did not support it. I believe the vote demonstrated that the majority of the United Nations member states shared the point of view of the Government of Canada.

## **FORTHCOMING CONFERENCES**

The annual December meeting of NATO ministers will take place in Paris from December 16 to 18.

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### **APPOINTMENTS, TRANSFERS AND RETIREMENTS IN THE CANADIAN DIPLOMATIC SERVICE**

- Mr. P. Dumas posted from the Canadian Embassy, Belgrade, to Ottawa. Left Belgrade September 21, 1963.
- Mr. C. J. Webster posted from the Canadian Embassy, Moscow, to Ottawa. Left Moscow September 22, 1963.
- Mr. K. W. MacLellan posted from the Canadian Embassy, Rome, to Ottawa. Left Rome September 23, 1963.
- Miss K. M. Brown posted from the Canadian Embassy, Warsaw, to Ottawa. Left Warsaw September 28, 1963.
- Mr. G. Sicotte resigned from the Department of External Affairs effective September 29, 1963.
- Mr. P. Slyfield appointed to the Department of External Affairs as Foreign Service Officer 1 effective September 30, 1963.
- Mr. W. Jenkins posted from Ottawa to the Office of the High Commissioner for Canada, Karachi. Left Ottawa October 1, 1963.
- Mr. G. Hearn posted from Ottawa to the Canadian Embassy, Moscow. Left Ottawa October 2, 1963.
- Mr. G. C. Langille posted from the Canadian Embassy, Quito, to the Canadian Embassy, Washington. Left Quito October 7, 1963.
- Mr. R. J. Andrews resigned from the Department of External Affairs effective October 11, 1963.
- Mr. K. J. Merklinger appointed to the Department of External Affairs as Foreign Service Officer 1 effective October 15, 1963.
- Miss J. Matthews posted from Ottawa to the Office of the High Commissioner for Canada, Colombo. Left Ottawa October 21, 1963.



# EXTERNAL AFFAIRS

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## *Contents*

*December 1963*

Special Canadian - U.S. Relations in the Atlantic Community .....	422
Some Elements of Canadian Foreign Policy .....	428
United Nations General Assembly .....	443
Visit to Canada of Mr. Malraux .....	460
1965 — International Co-operation Year .....	463
The Inter-Parliamentary Union .....	466
Canada Presents Books to Iran .....	470
<i>External Affairs in Parliament</i>	
Expansion of Assistance Programme .....	471
Paris Meeting of OECD .....	473
Atomic Energy Agreements with India .....	474
Recent Incidents in Berlin .....	475
Recognition of South Vietnam Government .....	475
Forthcoming Conferences and Meetings .....	476
<i>Appointments, Transfers and Resignations</i>	
in the Canadian Diplomatic Service .....	477
Treaty Information .....	477
Index to Volume XV .....	479

## *Special Canadian-U.S. Relations in the Atlantic Community*

*The following address was made by the Right Honourable Lester B. Pearson, Prime Minister of Canada, to the Pilgrims of the United States in New York City on November 6, 1963:*

THE PILGRIM FATHERS have been described as those who came from the Old World to remove forever the mystery of the New. We in Canada share in many ways the Pilgrim tradition, but we have added to its Puritan content a gay and Gallic variation.

One part of our historical, linguistic and cultural background derives from the story of those who came to New France about the time the Pilgrim Fathers came to New England. Quebec was founded in the year 1608, Plymouth Rock unveiled in 1620. The United Empire Loyalists provided another important Canadian link with your early history. In that significant migration, the 13 colonies lost, and Canada gained, many worthy descendants of the Pilgrims.

Your society has, for 60 years, provided an important forum for discussion of mutual interests and international responsibilities in that region which we now know and others often refer to, perhaps optimistically, as the Atlantic Community. With your counterpart, organized in London in 1902, you have epitomized the ever-increasing measure of Anglo-American friendship which has become a solid foundation for the creation and maintenance of a free and democratic Atlantic society. I pay my tribute to your contribution to that friendship and especially, if I may, to your President, who has added to his services in this field important and constructive contributions to better United States-Canadian understanding.

However, as Governor Rockefeller has just said, an Anglo-American axis is not enough. It must be as a stage to something even bigger, embracing the Atlantic Community, and become a part of an Atlantic axis, an Atlantic Community.

### **The Atlantic Community**

This Community, at least in its institutional expressions, has lately been marking time. This is unfortunate, because in this matter we cannot stand still. If we don't move forward, we will slide backwards. Moving forward means bringing Western Europe and North America closer together politically and economically; it means rejecting not only the Channel but the Atlantic as a line which divides the constituent nations into separate groups. "Thus far, and no further" doesn't make any sense, here.

Even if the Atlantic Community is not separated in this way, it must come to mean more than a military coalition of states, each primarily concerned about its own sovereignty, its own prerogatives, its own past, present and future. Na-

tional values, national traditions, national identities must, of course, be preserved, but increasingly in the context of collective policy and action. There can be now no satisfactory national security or national progress without what used to be called "foreign entanglements".

To stand firmly and exclusively on the immutable and exclusive rights of national sovereignty in this nuclear, stratospheric, jet-propelled age makes as much sense as driving to this dinner with a horse and buggy — indeed, it doesn't make nearly as much sense. You could have got to this dinner, New York traffic being what it is, just as quickly and comfortably in a buggy as in an eight-cylinder motor car.

Moreover, I repeat, the larger community must be based on something more permanent than a military alliance in the face of a common danger; it must rest on political and economic co-operation, on a growing feeling of Atlantic solidarity and cohesiveness.

May I quote a few words on this point from the 1956 report of the Committee of Three on Non-Military Co-operation in NATO? That report has this to say:

The fundamental, historical fact is that the nation state, by itself and relying exclusively on national policy and national power, is inadequate for progress or even for survival in the nuclear age. As the founders of the North Atlantic Treaty foresaw, the growing interdependence of states, politically and economically as well as militarily, calls for an ever-increasing measure of international cohesion and co-operation. Some states may be able to enjoy a degree of political and economic independence when things are going well. No state, however powerful, can guarantee its security and its welfare by national action, alone.

This is from a NATO report seven years ago; it remains true, perhaps even truer, today.

### **Canadian Viewpoint**

The compulsion of events and their tragic impact for us in two wars had driven this home to Canadians, along with the importance to us and to the world of Anglo-American friendship. Canada has had the good fortune to share in the benefits and responsibilities of that friendship. Whenever it shows any sign of weakening, we are the first to worry, and for good reason.

Traditionally, Canada's interests have been centred on the North Atlantic area. Economically, culturally, politically and strategically, the relationships within this region have in the past tended to be the decisive ones for us. A hundred thousand Canadian crosses in Flanders and other foreign fields are sad witness of the fact.

Our relations with Asia, Africa and Latin America are developing quickly and significantly. This is important for us and welcomed by us, but the Atlantic triangle, the Atlantic Community, continues to occupy a central place in our affairs and in our concern.

It would be invidious to suggest whether one side of the triangle has greater significance for us than the others. But there is no doubt that the square of the problems on the American side exceeds the sum of those on the other two. So far as we are concerned, the square of the benefits on that particular side may



also, of course, be disproportionately large, as we Canadians do well to remind ourselves. Both the problems and benefits come from the importance and the intimacy of our relationship with the United States. Canadians and Americans are all mixed-up, together. Mixtures are rarely perfect, but usually stimulating. They develop interesting tastes and an occasional headache.

If Canada and the United States were not trading with each other to an extent, as our chairman has pointed out, not equalled by any two countries in the world, there would be fewer trade problems between us. If Canadian and United States industries were not so closely linked together, there would be fewer problems resulting from investment connections, inter-company relations and control policies. If United States and Canadian labour did not have joint unions, naturally headquartered in the United States, certain serious international labour difficulties that have recently disturbed us would not have arisen.

We should be careful not to ignore or minimize these problems, but we should also be careful not to distort and misrepresent them. When Canada seeks to defend her own national interests, and this causes difficulties, as it sometimes does, for certain United States interests, we are charged by some with being anti-American. The charge is usually made with a feeling of shock and surprise; we are your best friends, and hardly a foreign country, at all. *Et tu, Brute!*

This flattering identification by assimilation often confuses real issues. The chairman, referring to the closeness of our relationship, said that in Canada you can get your hair cut while you are having your shoes shined in the United States. That's true, I believe; it's also true, you can get your hair cut in Canada and your hair curled in the United States, and vice versa! This merely means our people are very close together!

Our peoples are so close together, so friendly. They talk together about the same things and in language that is clear and understandable. Our economies and our activities are so intertwined that, when we in Canada do something by national action to protect a national interest, we are charged, more often in sorrow than in anger, with acting not like North Americans but "like Canadians".

### **Canada — a Separate Nation**

It would be wise for Americans to consider any Canadian government as a friendly, foreign government whose first responsibility is the protection of the national interests of its own people, which includes as a very important element, I hasten to add, the necessity of close co-operation with a good and gigantic friend and neighbour.

It's a tricky, not an easy situation; and is just one more reason why Canada, with its 19 million inhabitants occupying half a continent, but with most of them clustered close to the United States boundary in a kind of continental, 4,000-mile-long ribbon development, is one of the most difficult countries in the world to govern. Especially for the head of a minority government!

That difficulty — and I am not complaining about it — is increased by the

fact that our people have come near to achieving your material standard of living — nearer than any other people — and, living so close to you in every way, we will not now accept anything less. We want to have two television sets in every house, two chickens in every pot, two cars in every garage. But it's far harder for our 19 million to finance all this than it is for our wealthier neighbor. So, we borrow — largely from you.

These borrowings have had happy as well as less-happy results for us. They have been responsible for much — and we should acknowledge it — of the growth and development of our country. Without your capital we could not have maintained the pace and pattern of our development. Your money has saved us from the disastrous consequences of a large, unfavourable trade balance with you. It has also put us deeply into debt and in some danger of mortgaging our future. That naturally worries us. In terms of your income, our unfavourable balance of payments with the U.S.A. during the last five years will have averaged \$17 billion each year.

That gives us, or should give us, furiously to think. I want to assure you, however, that in all this concern there is no anti-American feeling in the sense that there is no unfriendliness to American people. Of course not, and there will not be.

On the contrary, we are so friendly that we feel that we can criticize the United States as a Texan does, and in the same idiom. But, with this friendliness, there is a resolve in Canada, now, to promote and protect our own development as a separate nation as best we can.

We are right in trying to do this, as I am sure Americans will understand. As a former Governor-General of Canada, the Right Honourable Vincent Massey, has put it: "Americans do not dislike us when we are loyal to ourselves, and they respect us when we stand up for what we believe to be our rights, as they are always zealous in defending what they believe to be theirs".

But we, and you also, should always be careful to make sure that, in the protection of our national interest, not only our policies but our procedures are fair to our friends; that, if experience shows we have made a mistake, we should try to correct it; that we do not fall victim to a supersensitive, obstinate and narrow economic nationalism, which would be more foolish to Canada than for almost any country in the world, because we live by foreign trade.

### **Interlocking Interests**

We should also not forget that Canadian national interests cannot be considered and safeguarded, apart from yours. Oh, we can build up our made-in-Canada shock absorbers, but we cannot secure immunity from the impact of anything you do. When the results of your actions are good, this is to our quick and great advantage; when they are bad, we often are the first and foremost country to suffer.

So, no wonder we worry about what you do. You may worry about us, too,

but while we can merely hurt you by some fiscal or taxation measure, you can ruin us by one of yours.

Most of these problems could have been avoided if we had been chosen or been forced to forego the benefits of close relations between our two countries. If, by any stretch of the imagination, we had been able to remain more aloof from each other over the years, we would have fewer problems now. But we would certainly both be the poorer for it, and in many ways; that's not the solution that I am looking for.

Close and varied neighbourly relations inevitably bring varied and serious problems. We should not try to avoid or ignore them. That would be unrealistic and would merely store up trouble for the future. We do better when we recognize frankly that the problems are bound to arise and then try to do something sensible about them as they do arise.

As good neighbours, we must be able to sit down and discuss them, realizing that solutions will not be found without hard work and give and take on both sides. It won't be done by mirrors or miracles, and won't be done by after-dinner speeches.

Notwithstanding the 150 years of peace (and we can take pride in that); notwithstanding the undefended border and our common addiction to the Beverly Hillbillies, Casey Stengel and public opinion; notwithstanding national pride and sentiment, domestic politics and a touchiness native to North Americans; all these will operate at times to the detriment of good Canada-United States relations. They will occasionally get our governments into hot water with each other. G. K. Chesterton once said: "I like hot water; it keeps you clean." Hot, yes, but not scalding!

The inevitable disparity of dependence of our two countries on each other creates a disparity in concern and in interest for each other. This is a source of some of our difficulties and some of our problems, and we have some good examples of that at the present time.

### **Exaggeration Versus Indifference**

What may seem to us, and is to us, a major issue, such as the effect of your tax-equalization proposal, will command big, black and continuing headlines in our press. So will harassment of our shipping in United States Great Lakes ports by some of your unions which disapprove of the action taken by our free and responsible Parliament to settle a Canadian labour difficulty in the way that seems best to us. Such events will get little or no attention here unless — and this is a depressing feature — the news seems bad enough to be big.

You tend to underplay Canadian and American problems unless they become conflicts. We tend to overplay them and read a disaster into a difference.

To read some Canadian headlines and listen to some Canadian pronouncements, and a few American, you would think that the unguarded boundary now needs the United Nations police force to keep the peace. I deplore this exagger-



ation almost as much as I worry about the general indifference on this side to the important problems which are exaggerated. It is shocking, for instance, to see a Canadian headline, as I did recently, that reads "Angry U.S.A. lashes Canada," when the basis for this "lashing" was a report of a criticism of Canadian grain-trading policy by one unnamed United States official in the Department of Agriculture!

A sense of responsibility, a sense of proportion and mutual understanding is needed on both sides — above all, a sane and mature approach to our problems by politicians, press and public.

### **Mutual Understanding Necessary**

So far as the relations between the two governments are concerned, I am very happy to testify that, though we have had as difficult and sensitive problems to face in the last six months as in any previous period, throughout this time the contacts and the communications between Washington and Ottawa have been continuous, amicable and frank. It makes all the difference (I know from a long diplomatic experience) when you can talk to each other in the friendly, frank and direct way that political leaders in our two countries now do.

It should be no surprise to anyone that, in spite of this, many of our problems have persisted. I myself have never pretended that all differences between our two countries would be resolved by friendly visits or a friendly atmosphere. These things can help — help greatly — but our relations are too complicated and the problems too deep-rooted for that kind of easy solution.

Some years ago I ventured to prophesy, and the prophecy came as a shock to some and was strongly criticized, that the days of relatively easy and automatic relations between us were over. Later events have merely confirmed that forecast. This does not mean that the relations between our two countries in the future will be less good than they have been in the past; it does mean that they will require more vigilant attention, a greater effort of mutual understanding.

By reason of geography, alone, Canada and the United States are inevitably and inescapably in a special position in relation to each other, and it will continue that way. The special features of the physical relationship between our countries are reinforced by the other special ties which have developed and have brought us so close together in so many ways.

It must be our purpose and our resolve to maintain that good and close relationship. I know that we will do so. I know that the nature and the depth of our friendship will be equal to the challenge of any pressures on it.

We are good neighbours, on this continent. We are the joint heirs in the New World of the great traditions of the British Isles. We are the transatlantic members of the Atlantic Community. We work with men of goodwill everywhere in the world to seek peace and preserve freedom.

So, we will stand together — but, more important, we will move forward together.

# *Some Elements of Canadian Foreign Policy*

EXTRACTS FROM A STATEMENT BY THE SECRETARY OF STATE FOR  
EXTERNAL AFFAIRS, THE HONOURABLE PAUL MARTIN, TO THE  
HOUSE OF COMMONS ON NOVEMBER 28, 1963.

. . . As we all know, there are certain factors which condition our responses to the shifting international events of our time. Factors such as history, our traditions, our resources, our geographical location and our cultural composition are present at all times, whatever the issue happens to be or whatever government in Canada finds itself in power, and they combine to create what I would call a natural Canadian reaction to any major international development. At the very least, these continuing factors tend to define the limits within which Canadian policy can develop and still remain true to our national values. They give a general continuity to Canadian policy which transcends party considerations, and I am sure that all Honourable Members would wish to see continued the non-partisan spirit that customarily has been reflected in our external policies.

## **Canada-U.S. Relations**

Just as there is a constant theme running through Canadian foreign policy over the years, so also do I believe there is a continuity of external policies on the part of our great neighbour to the South. Even so profound a tragedy as that which befell the United States just a week ago will not alter in any fundamental way the firm but wise and humane qualities which generally have been the hallmark of American leadership on the great international issues of our times, those affecting peace and war, and the task of raising living standards of the less-fortunate peoples of the world. The wanton crime which ended a brilliant young life and career, striking into the hearts of all citizens of the world, as the late President Kennedy often called his fellow human beings, may lead to a pause while the new President gathers to himself the strands of office; but the course of American policy, as we know now from his statement yesterday, remains unchanged. The values by which John Kennedy lived, and for which he died, will live on. I know the House will join with me in extending to the President of the United States our best wishes and our pledge of Canadian co-operation in discharging the arduous responsibilities which have fallen to him.

Among the tasks which will confront him are a number of important and delicate questions affecting Canadian-United States relations. . . .

Institutional and personal relations between these two countries are so varied and so intertwined that problems are bound to be manifold, and some conflict of interest cannot be avoided in intercourse between two nations. But without con-

tinuous communication in an effort to find solutions that will satisfy the interests of the United States and Canada, no tolerable solutions will be found. It has, therefore, been a primary objective of government policy to see to it that a genuine dialogue was resumed at all levels between our two countries. This process was begun at Hyannis Port and has been maintained ever since through a variety of channels. It is our intention that it should be continued uninterrupted, however difficult the problems may seem, and I believe it was not without significance that the Canadian Prime Minister was among the first, along with the President of France, to be received by the new President of the United States on Monday last.

At this meeting with President Johnson, which I attended, it was clearly evident that the President regards the relations between our two countries as important, and I can say it was quite evident that he will derive considerable satisfaction from continuous contacts with the Prime Minister of Canada.

### **East-West Relations**

In assessing the international atmosphere as a whole, which is one of the things I wish to do in this statement, the state of relations between the Communists and the rest of us is, of course, basic. Some other problems, particularly that of assisting the peoples of the less-developed countries to advance into full participation in mankind's heritage of dignity, freedom and welfare are no less difficult and, in the long run, even more important, but it is relations with the Communist countries that have involved the risk of war and have demanded the diversion to defence of vast resources that, in a more settled world, could be used for the purposes of instruction and well-being.

It is, therefore, with some sense of satisfaction that one can compare the general situation today with what it was a year ago. At that time, the world stood at the very brink of nuclear war as the result of a sudden, secret deployment of Soviet missiles in Cuba. We know now . . . that, a year ago, . . . the nations looked for the first time right down into the pit of nuclear fire. That Soviet clandestine move produced the most dangerous crisis of the post-war period; but it was one that, I believe, may mark a new chapter in East-West relations. Happily, that situation was resolved in a way which not only avoided open conflict but opened up new avenues for reducing tensions. It was typical of the late President of the United States that at the peak of that crisis he had the foresight to speak of peace.

But the major political problems of the world remain, in Germany, in Indo-China, in Cuba. The problem of Berlin access is with us still, as recent tense moments on the *Autobahn* have reminded us. These and other problems caused by Stalin's division of Germany and Europe remain as grave sources of tension in the world, potentially as dangerous as Cuba. So, when I speak of satisfaction at the improvement in the world political situation during the past year, I do not suggest that there are any grounds for complacency. Critical problems in adjusting relations between the Communist and the non-Communist worlds remain. Of course, it is not possible to define precisely what prompted the Soviet authorities to co-



operate in concluding certain limited, tension-easing agreements, of which the partial test-ban treaty is the most significant, after some years of refusing these same proposals. Doubtless a variety of factors entered into the decision. One Soviet motive may have been a desire to reduce the risk of war; for there is no question in my mind but that the Soviet people, like our own, ardently desire peace and that Cuba was a sobering lesson for everyone. Another motive was, I think, economic, since the partial test-ban treaty seems likely to limit the extension of the arms race into even more sophisticated and expensive areas of development. The Soviet leaders probably also share with us a desire to discourage the dissemination of nuclear weapons under the independent control of more and more governments, a development which could vastly increase the danger of accidental war and make much more complicated, and perhaps hopeless, the prospect of achieving disarmament.

Evolution within the Communist bloc may have exerted considerable influence. In Eastern Europe the Soviet Union's allies now enjoy a greater freedom to manoeuvre than was possible a few years ago. I think this was highlighted the other day when my colleague the Minister of Trade and Commerce and I received in our offices a member of the Government of Bulgaria who had come to Canada to discuss with us matters involved in a prospective trade treaty. Although on key international issues such as disarmament and Germany and Berlin the bloc countries give apparently unquestioning support to the Soviet Union, it is nevertheless evident that on internal policy relating to collectivization of agriculture, "de-Stalinization," and so on, and on bloc economic policies, there are variations which indicate clearly that differing national requirements and interests are more and more taken into account.

Moreover, there seems to be some increase in the realism of the Soviet leaders on the essential issues of Soviet-Western relations, and this realism may make possible, in due course, limited agreements on a number of other issues to complement and consolidate the relaxation begun by the achievement of the limited test-ban agreement. The dialogue between the Soviet Union and the United States, as the leading representative of the West, has been resumed and it is to continue, as President Johnson's first message to Chairman Khrushchov indicated yesterday.

### **The U.S.S.R. and China**

A major factor in Soviet thinking, of course, is the problem of its relations with Communist China. While we have long known that there were serious differences between the Soviet Union and China, and that China has never been a true satellite of the Soviet Union, the new element is the unrestrained public disclosure of the extent of the rift. The dispute now appears to have been carried into the field of inter-state relations, affecting economic, political and possibly even territorial aspects. It would be unwise, of course, to judge how far these differences may yet be carried, for the sobering fact is that they are still agreed as to their basic aim, the extension of Communism throughout the world. Their differences are

related primarily to the means by which this aim can best be achieved, although in the process national and racial considerations appear to have become involved.

Neither do I wish to minimize, however, the significance of the nature of their differences over method. Communist China maintains an attitude of un-reasoning militancy, while the Soviet Union proclaims the policy of peaceful co-existence. The Communist dogma of the inevitability of war is thus at the very root of Sino-Soviet differences. How this conflict of view between the two leading nations competing for influence and domination of the international Communist movement is resolved can have the most profound influence on the peace of the world for years to come.

There can be little doubt of the aggressive nature of current Chinese policies. Quite apart from China's often proclaimed call for active prosecution of wars of liberation, her adherence to the doctrine of the inevitability of war, her rejection of the test-ban treaty, and similar evidence of a hard attitude, Communist China has provided a modern example of expansionism through her limited invasion of India last year. A statement at the time revealed that her object was not only the promotion of territorial claims, but the diverting of India's economic resources to defence and the discrediting of India's democratic process. It had all the evidence of a bid to demonstrate to other nations that the principal power in Asia was Communist China, not India. It is also noteworthy that the Soviet Union condemned China for its intransigence in refusing to negotiate the border settlement with India on the basis of the so-called Colombo Proposals, and reiterated its belief that negotiations are better than war.

The dispute between Communist China and the Soviet Union is likely to force both of these countries to re-examine the fundamentals of their relations with the rest of the world.

We should be careful, however, not to become complacent at the sight of the two Communist giants openly quarrelling between themselves. There are factors which could make them keep their dispute, despite the evident contradictions, within bounds. But, quite apart from this, it does not follow that bad relations between the Soviet Union and Communist China will necessarily mean any improvement in relations between either of them and the West, nor even necessarily any benefit to the non-Communist world in which they are already competing for influence.

### **China's Dangerous Isolation**

How, then, are we to deal with the Communist Chinese colossus, whose annual population increase is equal to the present population of Canada? For almost the entire period of its existence, Communist China has been effectively isolated from the non-Communist world, partly as a result of Western policies but partly out of deliberate choice. We have had a recent example of China taking an initiative to intensify its own isolation. The test-ban treaty was a step, albeit a small one,

away from the arms race and, therefore, away from war. It is unfortunate and ominous that the Peking authorities chose to express strong opposition to it, in sharp contrast to its ready acceptance by the vast majority of the nations of the world.

So we must carefully consider whether the degree of isolation which now surrounds Communist China is healthy, whether it promotes international peace or tends to intensify the threat to it. At one time, the Soviet Union was in a similar state of isolation. I wonder how many of us believe that Soviet isolation served the interest of world peace? I will remember Mr. Vishinsky saying in the United Nations that never would he allow the windows of the Soviet Union to be opened to the ideas of the West. And the nations of the West at that time, for the most part, strove to establish contact with the Soviet Union along lines which have now clearly become better established.

Some means must be found to remove the suspicion and ignorance which feeds on isolation. The lesson of the last years seems to point toward increased contacts. Whether those contacts take the form of scientific and cultural exchanges or of limited agreements, they serve to lower the barriers of hostility. I do not suggest it would be appropriate to rush into some new formal relationship at this time with the Chinese people's Communist republic. The avowed intention of Peking to occupy Formosa stands as a serious obstacle to both the seating of Communist China in the United Nations at this time and to the recognition of the Peking regime. But I suggest that the increasing ostracism of Communist China from the world community may be self-defeating and a potential threat to international stability. It is not too soon to begin in the West to formulate realistic and far-sighted policies toward this Asian giant.

Trade, of course, has a special place in the process of overcoming the mistrust which exists between the West and the entire Communist bloc. The Soviet Union and other Communist countries are facing a particularly difficult problem of resource allocation at the present time, and both the nature of this problem and the attempts to deal with it will have important implications not only for the domestic and foreign policies of those countries but for East-West relations in general.

What are the implications for Canada of the developments which I have been discussing? First, it must be understood that we are bound by treaty obligations, by traditional and by national interest to the Atlantic world and to those countries which derive historically, economically and politically from Western Europe. Interdependence is a fact of international life, and Canadian relations with the Communist world are inevitably governed by the general state of relations between the two great military groupings, particularly those of the United States and the Soviet Union. It is neither possible nor desirable that our relations with the Communist world should be significantly better or worse than the relations of our closest friends and allies with the Communist world. Within those limits, however, there are certain possibilities open to us which could serve our interests and those of our allies. I believe profoundly that the long-term solution of East-West prob-



lems will come through the slow evolution of Communist thinking about their own methods and objectives, and about the outside world. It will not help if the Soviet leaders continue to feel that the West is totally alien and implacably hostile. Breaking down this dangerous misconception is the political reason behind our encouragement of cultural and other contacts, and it should also be the political reason for our trade with Communist countries.

So, for these broad political considerations, as well as for the commercial advantages which accrue to Canada, a country vitally dependent upon its exports, the Government intends to allow non-strategic trade with the Communist world to develop. We believe that through trade we shall encourage the evolution of institutions and attitudes in the Communist countries more favourable to co-operation with the rest of the world.

### **Recent Easing of Tensions**

It is essential, I believe, to assess realistically the elements which have contributed to the better atmosphere that undoubtedly does prevail at the present time. . . .

Apart from the critical role of the Cuban crisis in stimulating a re-examination of policies in both the East and the West, the concrete steps taken toward the easing of tensions have in fact been few in number. They consist exclusively of measures to slow down the arms race or reduce the danger of a sudden outbreak of war, but they leave completely unresolved all the political problems which could give rise to war.

The measures are three limited agreements, all falling within the general field which might be classed as preliminary to disarmament. First, a direct emergency communications system has been established between Washington and Moscow which should do much to ensure that war between East and West does not come about as a result of accident or miscalculation. The difficulty encountered in communicating rapidly at the time of the Cuban crisis was evidently enough to induce the Soviet Union to accept this measure, which the United States had first proposed in April 1962.

Second, there was the Moscow treaty banning nuclear-weapons testing in all environments except underground, signed by the United States, Britain and the Soviet Union on August 5, 1963. Canada signed the treaty in the capitals of the three depository governments on August 8, 1963. It was an unprecedented first step toward limiting, both quantitatively and qualitatively, the production of nuclear weapons, and of course it carried with it the enormous human dividend of removing the most serious source of radioactive contamination of the atmosphere and seas.

But above all the signature of this treaty by the nuclear powers, and its subsequent acceptance by over 100 states, proved that by patient exploration agreements can be arrived at which serve the interests of both East and West. Its real significance lies in the prospect it holds out for a broader settlement of East-West questions by the same process. On the Western side, it was accomplished without any sacrifice of principle or of security, and involved no political concessions. . . .

The third limited agreement was that reached at the United Nations between the United States and the Soviet Union to refrain from stationing or orbiting nuclear or other weapons of mass destruction in outer space. This took the form of separate expressions of intention by the Soviet Union and the United States, which were welcomed by a unanimous resolution of the General Assembly in October last; . . . this is a measure which successive Canadian Governments have advocated.

It is to be noted that none of these agreements constitutes an actual reduction or elimination of weapons and armed forces. None the less the negotiations in the Eighteen-Nation Disarmament Committee in Geneva have been productive. The Committee has played an important role in helping the major powers to reach agreement on all three measures. Even in the field of general disarmament, the Committee has made a valuable contribution toward narrowing the areas of difference between the Communist and Western positions.

### **Disarmament Problems Remain**

Important gaps still persist, however, and I would not wish to leave the impression that progress on actual disarmament is likely to be quick and easy. The Soviet position on control, inspection and verification is not giving any evidence of moving in the direction which the West regards as essential.

The outlook therefore, for disarmament is fraught with problems, and the Eighteen-Nation Committee faces an enormous task. In the view of the Canadian Government, among those measures designed to increase mutual confidence the Committee might give priority to the examination of measures to reduce the risk of surprise attack by land forces, such as the establishment of ground-observation posts. If these posts have sufficient liberty to observe within an adequate radius of action, they could give assurance against the possibility of sudden war. I appreciate, however, that discussion is likely to be difficult, as the Soviet Union tends to try to couple intrinsically worthwhile measures of this kind with unacceptable conditions, at least unacceptable to the Western countries. The Soviet approach to disarmament has always been heavily influenced by its policies toward Central Europe, and toward Germany in particular. Their latest objective seems to be to induce the United States and Canada to withdraw their forces across the Atlantic and thereby remove the North American presence, which is, to the great majority of Europeans, the tangible evidence of our commitment to their effective defence. The Western response to all these overtures must of necessity be such as will take into account the exigencies of NATO defence as well as the need to reduce the risk of war by accident or miscalculation.

It is difficult to maintain the momentum toward disarmament engendered by the limited agreements which have been reached, especially in the face of political setbacks such as the renewal of Soviet harassment in the Berlin corridor. Yet it would be wrong to slacken our efforts for, as in the case of the limited test ban and the Austrian State Treaty of 1955, a seemingly endless and inconclusive dis-

cussion can lead suddenly to progress and achievement. We owe it to ourselves and to humanity to persist in our efforts to achieve disarmament within conditions of security that will create the kind of international climate which in turn may encourage the settlement of some of the major political problems dividing East and West.

### **Developments at UN**

Our membership in the United Nations, along with NATO, our membership in the Commonwealth and our proximity to the United States represent the cornerstones of foreign policy which have been recognized by all Governments in Canada. Developments at the United Nations, therefore, continue to occupy a very important place in Canadian foreign policy.

There are discussions proceeding between Canada and a number of countries with regard to the proposals for nuclear-free zones. . . . As a member of the NATO alliance, we must naturally take into consideration the views of our allies and the interests of the alliance itself. . . . With regard to the proposals for nuclear-free zones in other areas of the world, we have given sympathetic support providing, as I have said before in answer to a question in this House, certain conditions which we believe essential are observed.

The atmosphere at the current Assembly appears calm, in the sense that the tensions between the Communist and the non-Communist blocs have eased, thus eliminating one familiar obstacle to constructive action by the world body. But one direct consequence of understanding in one area has been to cause renewed activity in another of no less importance. I refer to race relations, which now emerge as one of the dominant factors in international affairs. The African states are understandably aroused at the failure of their persistent efforts in the United Nations and in the Specialized Agencies to bring about any appreciable change in the policies of South Africa and Portugal. These and other issues of colonialism and racial discrimination are being featured prominently in the Assembly debates. The aims and objectives sought by the African members are shared by almost the whole membership, but there is a substantial area of doubt about some of the measures proposed for achieving their desired ends.

Canada has consistently urged, under this Government, under the preceding Government and under the Government before that, that the membership of the United Nations should be comprehensive in character, and this is the fundamental reason we are opposed to any move to have members expelled from the United Nations. South Africa and Portugal have become the immediate object of such moves, which could have much wider application. There are within the organization other member states whose policies are just as repressive and just as discriminatory as the ill-advised and repugnant policies now being followed by these two countries. In all cases we believe that such policies are more likely to be modified if they are kept under close scrutiny by the United Nations than if the states concerned were to be expelled. Moreover, we believe that all such measures



which conform strictly to the letter of the Charter of the United Nations could, unless carefully observed, create a situation resulting in far-reaching harm to the United Nations itself. . . .

### **UN Peace-Keeping**

I made clear at the United Nations the position of Canada and its determination and desire to see the United Nations strengthened in every possible way, particularly as regards capacity to engage in peace-keeping operations. We have urged other member states to follow the example of countries like Canada, the Scandinavian members and now the Netherlands, which have taken steps to prepare their national forces for emergency service with the United Nations.

We have called for the establishment of a compact military-planning team in the Secretariat to assist the Secretary-General in the conduct of peace-keeping operations involving military personnel and equipment. We have offered to share with other governments our experience, which we have gained from extensive participation in peace-keeping operations over a period of many years in the United Nations and pursuant to the Geneva Accord of 1954 and through Canadian participation in the three International Supervisory Commissions operating in Vietnam, in Cambodia and in Laos. We see the suggestion for extensive participation outside the United Nations by interested countries as a possibility for giving strength to the idea of a world peace force, together with the suggestion of improvements to the Secretariat by providing for the possibility of staff training for United Nations military operations. We are examining intensively, in this context and in others, ways in which these improvements can be achieved.

An important aspect of United Nations peace-keeping relates to the financing of . . . *ad hoc* operations, principally those in the Congo and in the Middle East. We have been greatly concerned in recent times . . . about the growing deficit in relation to the peace-keeping accounts of the United Nations. The Secretary-General has estimated that this might be about \$140 million by the end of 1963, and it is an indictment of our time that it should be possible for us to provide so readily, as we must, for our defences, when, at the same time, it is so difficult to get the necessary moneys to keep functioning properly the organization that was established at San Francisco to try to substitute pacific means, conciliation, adjudication and discussion, for settling disputes between nations, instead of resorting to force.

We believe that the financial burden should be shared by all members of the United Nations, not only by some of the great powers and some of the lesser powers but by all the great powers and all the nations. There is room, of course, for offering the less-developed countries some measures of relief from their assessments when peace-keeping costs are high. There is none for absolving countries with a capacity to pay from their financial commitments.

We believe that the peace-keeping operations in the Congo and in the Middle East should be continued as long as they are considered necessary, and this will be a determination based upon prevailing practical and other considerations. . . .

The most recent peace-keeping effort of the United Nations, to which Canada is contributing an important element in the staffing and maintenance of the air component, is the observation mission in Yemen. . . . The Government's decision to meet the Secretary-General's request for Canadian participation was consistent with our policy of supporting this fundamental aspect of United Nations activity. This was a hazardous experience. It was originally participated in by Yugoslavia, the country which supplied the ground force, and by Canada, which supplied the air component. The Governments of the United Arab Republic and Saudi Arabia undertook to supply the necessary finances for an initial two-month period. Following further commitments to finance an additional four months' operations, the Secretary-General has extended the mission until January 4, 1964, at which time the situation will, I expect, be reviewed by the Security Council.

But I must emphasize in this connection that the United Nations mission in Yemen is strictly a temporary operation limited to observing and verifying the progress of disengagement. It is not charged with the supervision or enforcement of the agreement. Unfortunately, progress on disengagement to date has not been encouraging, and I can only express the sincere hope that the extension of this mission's period of responsibility will afford time for more effective implementation of the agreement. I also expect that time will be utilized in devising some civilian observation machinery more appropriate to the task in Yemen.

A situation must not be allowed to develop in which the parties would use the presence of the United Nations mission as a cover for the indefinite continuation of their involvement in the affairs of Yemen.

### **Canadian Support for UN**

The Canadian Delegation at the United Nations is active, as in other years, in many other fields — in promoting disarmament, co-operating in outer space, scientific research in relation to the hazards of radiation, respect for human rights, and the programme of economic and social development carried out under the auspices of the United Nations and the Specialized Agencies. We shall continue our support for humanitarian programmes designed to alleviate refugee problems. We are actively engaged, as a member of the preparatory committee in each case, in the organizing work for the United Nations Conference on Trade and Development in March of 1964, and for the International Year of Co-operation in 1965. . . .

Canada has been able in the United Nations, I believe, as I found in the period when I was there at the beginning of the session and from time to time when I returned, to strengthen bilateral relations with most member states, particularly with the new states of Africa. I have welcomed the occasion to talk to many of the representatives of the African states, to get to know their problems a little better and generally to let them understand the goodwill and the favourable disposition that Canada has toward them.

The opportunity for personal conversation on a wide range of subjects is, in

my judgment, one of the valuable dividends of the General Assembly. Another is the ability of the organization to provide its member states with a wide variety of means for bridging and reconciling differences. This may be the real reason for striving ceaselessly to keep the United Nations in working order; for in spite of its imperfections this international instrument has demonstrated its capacity to respond to most of the basic needs of the international community in a period of exceptional difficulty. . . .

### **Co-operation with New Nations**

I made reference a few minutes ago to the rapidly-changing nature of the world in which we live. One of the most dramatic manifestations of change has been the emergence in the past few years of scores of new independent nations with widely varied backgrounds. In Africa a whole continent has come awake and for the first time has taken its place on the world stage. The vitality of these new countries, and their determination to play a significant part in world affairs, were demonstrated at the conference of the heads of some 32 independent African states held in Addis Ababa last May. At that meeting the charter of the Organization for African Unity was adopted, envisaging a new era of political and economic co-operation. At that gathering, the African states also served notice of their impatience with the rate of progress toward the solution of the remaining colonial problems.

The Portuguese African territories in South Africa are the focal point of anti-colonial pressure. In the case of Portugal, the difficulty arises from its claim that its overseas territories are an integral part of metropolitan Portugal. The time is, in fact, long overdue for Portugal to give some sign that it recognizes the principles of self determination in its overseas territories. The Canadian Government has made it clear that it cannot accept the theories on which Portugal's colonial policy is based. We welcome the reforms which Portugal has instituted during the past two years in its overseas territories. We hope that the Portuguese Government will wisely take the further steps which alone can turn aside the criticisms to which it is now exposed.

It is harder to foresee any solution to the problem of race conflict in South Africa. The Canadian Government can understand the fears of white South Africans about the possibility of being submerged and eventually forced out of their homeland. However, the Canadian Government cannot understand South Africa's claim that *apartheid* is the only solution, and we deplore the use of harsh and repressive measures offensive to fundamental human rights which are used to carry out this policy. We derive no pleasure, and I am sure no one in this House derives any pleasure, from seeing our former sister nation of the Commonwealth become an outcast amongst nations for its race policy. I repeat what I said at the United Nations, that we are prepared to help in any way possible to achieve a solution based on justice, but we cannot and we will not support one which is offensive to human dignity.



In Southern Rhodesia the race problem is not yet hardened along irrevocable lines. African leaders, including some Commonwealth leaders, have pointed out that it would not be in keeping with normal Commonwealth practice if Southern Rhodesia were given her independence under a government which is not broadly representative of its whole population. More time is needed to search out a solution in Southern Rhodesia which will avoid the heavy problems now facing South Africa.

Elsewhere in former British colonial territory the movement toward independence marches steadily forward. Malaysia came into being on September 16, embracing Sarawak and North Borneo. We in this House welcomed wholeheartedly the founding of Malaysia. We now regret, along with the British Foreign Secretary, who spoke on this yesterday, the external difficulties which have attended the birth of a state which we are satisfied is destined to enhance the peace and stability of Southeast Asia.

In the Caribbean we have watched with satisfaction the progress of Jamaica and Trinidad and Tobago since they achieved independence last year. They have provided reassuring models of stability in an area which has been otherwise turbulent. The Canadian Government continues to follow closely constitutional developments in other islands and territories in that region and, as I have already announced, steps are being taken to improve and expand our aid arrangements for the region in the economic field. This was one of the subjects discussed at Hyannis Port between the President of the United States and the present Prime Minister.

### **The Commonwealth**

The nurturing of one of our other cornerstones of foreign policy, the Commonwealth, is a basic feature of our external policies. In the past few years membership has been progressively enlarged until today it embraces 16 sovereign states. The majority now are in Asia and in Africa. It is because of the special insight which the Commonwealth gives us into the new forces which have emerged in the post-war era that we most value this unique association of states. The Commonwealth practice of continuing consultation among members on matters of mutual concern is especially valuable in a world in which race and colour have too often tended to be divisive forces.

### **The French Community**

A second important group of newly-emerging states meriting special attention from Canada are the 20 French-speaking states of Africa, most of which are members of the French Community. It is only natural that Canada, a bicultural state, should wish to contribute to the advancement of this important group of French-speaking African countries as it does to the African members of the Commonwealth. There is a natural link here that also prompts French-African states to turn to Canada. Like all the countries of that continent, these states are faced

with the enormous problems of educational and economic and cultural development. It is our intention to increase the level and quality of our assistance to them in terms that are represented by the announcement I made a few days ago, the details of which are now being formulated into a plan, which will, I hope, be of increasing value in manifesting Canada's concern for these countries.

### **Canada and the OAS**

. . . The House is aware that for many years . . . I demonstrated my interest in the question of Canadian membership in the Organization of American States, a development to which most Latin American countries attach considerable importance and to which I am sure a great many Canadians familiar with developments in Latin America will likewise attach much importance. This Government is fully aware of the role that the Organization of American States plays in hemispheric affairs. We are aware, too, that here has been a noticeable growth of interest on the part of Canadians in connection with developments in Latin America, with which many of our citizens have a cultural, religious and social affinity.

This is not a question which can be settled summarily. There are a great many factors which the Government must take into consideration and which are being carefully weighed. To this end I have had discussions with the President of the Council of the Organization of American States, and I have had discussions with the President of the Inter-American Bank. We are watching carefully the discussions now going on within the Organization concerning terms of membership, a matter of considerable importance as well to the Commonwealth countries of the Caribbean, which are showing increasing interest in participation. All these aspects of the question are now being actively reviewed. . . .

### **Objectives of Foreign Policy**

A number of years ago, a former Secretary of State for External Affairs, the Right Honourable Louis St. Laurent, gave the following description of how Canada should pursue its international responsibilities:

In her participation in international affairs Canada will, I hope, act with resolution, with responsibility, and also with restraint. We should not evade our international duties, but in discharging them we should not be influenced unduly by national pride and prejudice. I hope that in our foreign relations we can reconcile our first duty to our own people with our ultimate obligations to the international community. In a frightened and suspicious world, this is not always easy.

His prescription for Canadian conduct is as valid today as when it was first enunciated on April 29, 1948, and the world is only now beginning to be slightly less beset by fear and suspicion than it was then, when the expansionist and threatening behaviour of international Communism provided the impetus for the present Western system of collective security, of which Canada is now an integral part.

The fundamental objective of Canadian policy was then, as it is now, to preserve peace and to seek a reduction in international tensions, whether those ten-

sions arise from the ideological conflict between East and West or from the upheavals which have been engendered by the surge toward independence and higher living standards of former colonial and under-developed peoples. In our pursuit of these objectives we aim to maintain a balanced, realistic and co-operative outlook on international affairs, avoiding excesses of optimism, pursuing policies commensurate with our capabilities, and ensuring that Canada speaks with a reasonable and constructive voice in international councils.

. . . I have dealt at length with relations with the Communist part of the world and with the less-developed areas, because those are the dominant forces in contemporary international life, affecting directly the scope for Canadian initiative in international affairs. I have outlined what I believe to be some of the ways in which we can work toward a further relaxation of tension. But I do not wish to exaggerate the possibilities. We are far from the point where we can relax our vigilance. There is no evidence as yet that the decrease in international tension which has begun will prove so durable that the dismantling of our defences would be warranted. We must recognize that the collective-security arrangements which we have developed within the North Atlantic alliance by their very effectiveness have been a major factor in bringing about the more hopeful atmosphere which prevails today. NATO, which embraces our major military efforts in both Europe and North America, remains one of the main cornerstones on which Canadian foreign policy rests and must rest not only in our preparations to defend ourselves, if the need to do so should be thrust upon us, but also in our approach to an era of peace, if that should materialize; and on this question I think the latter is the more likely consequence and result.

### **The Atlantic Community**

It is important to recognize in this connection that NATO is not just a military alliance but an assembly of nations with common ideals and a high identity of purpose, in peace and in war. Since the competition between the Communist and democratic worlds will certainly continue, even if war is abandoned by Communism as an instrument of policy, all members of the Western world will be faced with the same problems of how best to respond. Thanks to the habit of consultation which has been developed over the years, the Organization today is well equipped to become a central forum for co-ordination of Western policies in the more hopeful period that may lie ahead. The forthcoming ministerial meeting of NATO in December, which some of my colleagues and I will attend, will be of great importance in exchanging views and charting a common course.

That meeting will also be significant in another sense. As a consequence of the re-emergence of Europe as a major world-power centre, certain changes in relationships are taking place within the alliance. This development is itself in large measure the product of enlightened policies consistently pursued through the post-war period. It is inconceivable to me that, in the moment of success of policies so deliberately pursued, there should be a fear to accept the consequential change in transatlantic relationship that inevitably had to ensue.



There is no cause for concern in the evolutionary process taking place in the West. To be sure, certain problems have been introduced into the relationship within the Western family of nations, but I stress that these problems can and will be resolved without undermining the fundamental cohesion of the Western alliance, and certainly without harmful consequences to any outside nation.

### **Continuity in Canadian Policy**

I conclude this statement on Canadian foreign policy as I see it at the present time, a policy that is predicated upon certain constants, membership in the Commonwealth, membership in the United Nations, membership in NATO, our traditional and cultural affinity with France, one of the great and strong nations of the world and one of the strong powers in Europe today. I dedicate the efforts of this Government anew to the twin objectives of promoting the Atlantic partnership, while working unremittingly for international peace and stability.

# *United Nations General Assembly*

## EIGHTEENTH SESSION — THE SECOND MONTH

THE GENERAL ASSEMBLY completed the second month of its eighteenth session on November 15. During this period, the Assembly concluded its general debate and proceeded to give detailed consideration to the 84 items on its agenda. By November 15, it had adopted resolutions dealing with such diverse subjects as: Assistance for the victims of the earthquake-devastated city of Skopje; the question of Southern Rhodesia; the United Nations Operation in the Congo; aid to the victims of the recent hurricane in the Caribbean; the Security Council's report of its activities for the period July 16, 1962, to July 15, 1963; the prohibition of nuclear weapons in outer space; the implementation of the agreement entered into by the Netherlands and Indonesia with respect to the transfer of sovereignty over West New Guinea; the effects of atomic radiation; and the improvement of the methods of work of the Assembly.

During the second month, reports and resolutions relating to some 12 items had also passed committee stage and awaited the Assembly's consideration. Included among these were such subjects as: The participation of women in national, social and economic development; a draft declaration on the elimination of all forms of racial discrimination; the eradication of illiteracy throughout the world; the transformation of the Special Fund of the United Nations into a Capital Development Fund capable of both pre-investment and investment activities; and the role of patents in the transfer of technology to developing countries.

### **Elections to the Councils and to the International Court of Justice**

At each regular session the General Assembly holds elections to fill three of the non-permanent seats on the Security Council and six of the seats on the Economic and Social Council.

Bolivia and the Ivory Coast were both elected to the Security Council on October 18, but the contest between Malaysia and Czechoslovakia for the remaining seat carried on through 11 ballots. A working arrangement was finally arrived at on November 1 whereby these two countries would occupy the seat for one year in turn, with Czechoslovakia to serve during the period January 1 to December 31, 1964.

On October 18 also, Algeria, Chile, Ecuador, France, Iraq and Luxembourg were elected to serve three-year terms of office on the Economic and Social Council.

Finally, on October 21, five vacancies on the International Court of Justice were filled on joint election by the Security Council and the General Assembly. The new judges are Sir Gerald Fitzmaurice of Britain, André Gros of France,

Luis Padilla Nervo of Mexico, Muhammad Zafrulla Khan of Pakistan and Isaac Forster of Senegal.

### **Chinese Representation**

From October 16 to 21, the Assembly debated in plenary a resolution co-sponsored by Albania and Cambodia that would, in effect, have ousted the representatives of the Republic of China (Taiwan) from the United Nations and invited the Government of the People's Republic of China (Peking) to send representatives to occupy China's place in the organization and all its organs. The resolution was rejected by the Assembly on October 21 by a roll-call vote of 41 in favour to 57 against (Canada), with 12 abstentions.

The question of the representation of China in the United Nations was first raised in 1949 in communications from the Foreign Minister of the People's Republic of China. It came before the Security Council in January 1950, and later that year was raised in the General Assembly. Each year from 1951 to 1960, the Assembly decided not to include the question among its agenda. Since then, it has discussed the matter as an agenda item.

On December 15, 1961, the Assembly adopted a resolution stating that, "in accordance with Article 18 of the Charter, a proposal to change the representation of China is an important question" and therefore requires a two-thirds majority. At that time, the Assembly rejected, by 36 votes in favour, 48 against (Canada), with 20 abstentions, a Soviet proposal to change the representation of China. On October 30, 1962, the Assembly rejected a similar proposal by 42 votes in favour, 56 against (Canada), with 12 abstentions.

### **Plenary**

Other items considered by the Assembly without reference to a committee and receiving its unanimous approval included:

- An appeal to assist Yugoslavia in its five-year plan to rebuild the earthquake-devastated city of Skopje (adopted October 14);

- the report of the International Atomic Energy Agency for the period of July 1, 1962, to June 30, 1963, and that of the Security Council for the period of July 16, 1962, to July 15, 1963, (adopted on October 30);

- aid to the victims of the recent hurricane in the Caribbean (adopted on November 1);

- the Secretary-General's report on the manner in which the United Nations Temporary Executive Authority (UNTEA) discharged the tasks entrusted to it in West New Guinea (West Irian) by the Netherlands and Indonesia in their agreement of August 15, 1962, on this question (adopted on November 6).

Elsewhere, the Assembly, acting this time on the recommendation of the Fifth (Administrative and Budgetary) Committee, on October 18 authorized the Secretary-General to spend up to \$18.2 million for the United Nations Operation in the Congo (ONUC), for the period January 1 to June 30, 1964, and approved a



formula for apportioning \$15 million of this expenditure among member states, the Government of the Congo (Leopoldville) having agreed to pay \$3.2 million of the amount needed to finance the operation.

The Assembly also took note on November 6 of the organization's financial reports and accounts for 1962 and of the report of the Board of Auditors, and approved without discussion the Fifth Committee's report and recommendations on vacancies to various administrative boards and tribunals. It also gave its unanimous approval, on November 11, to resolutions dealing with the effects of atomic radiation, the forthcoming United Nations Conference on Trade and Development and the improvement of the methods of work of the General Assembly.

### **Improvement of the Assembly's Methods of Work**

On October 30, 1962, the Assembly decided to refer an item on this subject submitted by Tunisia to a committee composed of the President of the seventeenth session of the Assembly, Muhammad Zafrulla Khan, who served as its chairman, the 13 Vice-Presidents of the Assembly (the heads of the Delegations of Australia, Belgium, Britain, China, Colombia, France, Guinea, Haiti, Jordan, Madagascar, Roumania, the U.S.S.R. and the United States), the three former Presidents of the Assembly who were members of their delegations to that session (Victor Andres Belaunde [Peru], Frederick H. Boland [Ireland] and Luis Padilla Nervo [Mexico]), as well as the head of the Tunisian Delegation.

The Assembly, in Resolution 1845(17) of December 19, 1962, extended the terms of office of the Committee and asked it to submit to the Secretary-General, by May 31, 1963, with recommendations or suggestions, a report on ways and means of improving the methods of work of the General Assembly, which might subsequently be circulated to member states.

In its report, the Committee recommended a series of measures for carrying out the work of the Assembly as speedily and efficiently as possible, such as a greater use of sub-committees and working groups to deal with agenda items in detail after the main points of view had been expressed. The experimental use of electric voting equipment for one or two years in one or more conference rooms was also proposed. Other suggestions included the establishment of work schedules for each committee and a greater co-ordinating role for the General Committee. Recommendations were finally made regarding the organization of sessions and the conduct of debates.

In its comments on the report of July 18, the Advisory Committee on Administrative and Budgetary Questions recommended that, should the Assembly decide to approve the proposal for mechanical voting, the system be introduced on an experimental basis for one year in one committee room. The Advisory Committee also suggested the possibility of carrying out preparatory work at the same time in the plenary hall and one other committee room, so as to permit eventual expansion of the system without undue expense if the experiment proved successful. Because of the financial implications of this problem, the matter was

referred to the Fifth Committee, where it is currently being considered. Subject, therefore, to its findings, the Assembly considered and unanimously adopted, on November 11, the report of the *ad hoc* committee on the improvement of the methods of work of the General Assembly.

### **First Committee**

As its first item of business on October 15, the Committee took up for consideration a resolution introduced by Mexico and sponsored by the 17 members of the Eighteen-Nation Disarmament Committee (ENDC) that noted with approval the recent statements of intention of the United States and the Soviet Union to refrain from orbiting weapons of mass destruction in outer space. The resolution welcomed these statements and called on all states to refrain from placing such weapons in outer space. Canada, as one of the co-sponsors, particularly welcomed this resolution, which embodied a long-standing Canadian proposal on the matter. The resolution was adopted by acclamation in committee and received unanimous approval in the General Assembly on October 17.

The Committee then took up the consideration of the first item of its agenda, the question of the urgent need for a suspension of nuclear and thermonuclear tests. Speaking in support of the proposition, the Secretary of State for External Affairs had remarked on October 18 that "the limited test ban (just concluded)



*The Honourable Paul Martin, Canadian Secretary of State for External Affairs, delivers a statement before the First Committee of the UN General Assembly during the debate on the cessation of nuclear-weapons tests.*



is of particular significance to us all". "It provides reassurance to the world," he went on "that fallout will not continue to endanger the health of this and future generations. It also shows that the major powers have taken a step towards ending the unrestricted development of even more destructive types of weapons. We welcome, therefore, the determination of the nuclear powers, as expressed in the preamble to the limited test ban, to seek agreement on stopping underground tests."

The general opposition of member states to further nuclear-weapons tests was given expression in a resolution sponsored by 30 delegations, which called on all states to become parties to the nuclear test-ban treaty and on the ENDC to continue its negotiations to achieve the discontinuance of all test explosions of nuclear weapons for all time. The resolution was adopted on October 31 by 97 votes in favour (Canada), one against and three abstentions.

The next 14 meetings of the Committee were devoted to a consideration of the question of general and complete disarmament. The debate on the item came to an end with the unanimous approval by the Committee on November 15 of a 47-power resolution calling on the ENDC (a) to resume its negotiations "with energy and determination" and (b) to give urgent attention to various collateral measures that seemed to promise early agreement.

In a statement on disarmament made earlier in the Committee (October 18), the Secretary of State for External Affairs had suggested in this last connection that the ENDC might wish to give priority to the reduction of the risks of surprise attack by considering such aspects of the question as the establishment of ground-observation posts, measures to control the wider dissemination of nuclear weapons, physical measures of disarmament and negotiations to bring about a comprehensive test-ban treaty.

Expanding on Mr. Martin's remarks, the Canadian representative in the First Committee, General E. L. M. Burns, in his intervention of October 29, said that, to some extent, the answer to the question of what progress the 18-nation body was making had been answered by the partial test ban, the direct communications link, between Washington and Moscow, and the banning of nuclear weapons in outer space. Its main concern, however, remained general and complete disarmament. While it was undoubtedly true that there was no agreement concerning the reduction of nuclear weapons, let alone their final elimination, this did not mean that the Geneva discussions had been futile and a waste of time. The areas of difference between East and West had been narrowing in the main fields of disarmament. Two documents submitted by Canada on this point showed how far-reaching had been the changes in the position of both sides. Thus the gap between the two sides had been reduced in the field of conventional armament, armed force levels, the elimination and destruction of nuclear weapons and delivery vehicles. General Burns added that the recent Assembly announcement by the Foreign Minister of the U.S.S.R. concerning the reduction of delivery vehicles for nuclear weapons should contribute further to provide precise information on that



point and on the proposals to carry out the reduction from the present great stocks of nuclear weapons and their delivery vehicles to the minimum, as Mr. Gromyko had suggested.

The Committee is currently considering the question of the denuclearization of Latin America, five meetings having so far (November 15) been devoted to this item.

### **Special Political Committee**

Seventy-six delegations had been heard from on the question of *apartheid* when the Committee decided on October 30 to suspend its debate on this item in order to consider the situation created by South Africa's decision to resume the trial of African leaders whose release, together with that of "all persons imprisoned, interned or subjected to other restrictions for having opposed the policy of *apartheid*", had been called for by the Assembly in Resolution 1881(XVIII) of October 11.

While no resolution emerged from the debate, various suggestions, put forward with a view to solving the problem now facing the United Nations, continued to attract attention. Notable among these were (a) that of Denmark, which would have the Assembly guarantee the protection of South Africa's white citizens in "a democratic multi-racial society" to be established following the abolition of *apartheid* and (b) that of Guinea, which would have South Africa's major trading partners work out concrete proposals to bring about a peaceful change in the country's racial policies.

Speaking in the debate on *apartheid* on October 18, the Secretary of State for External Affairs remarked:

There have been some demands from some members that South Africa should be expelled from the United Nations or that the Security Council should impose other sanctions on South Africa in order to force its Government to change its policies. Because we believe that the South African Government's racial policies are abhorrent and degrading and offensive to human dignity does not mean that the best remedy is to force South Africa outside the boundaries of the world community. Expulsion would make it even more difficult to persuade the white population of South Africa to seek a way out of their present untenable position and could conceivably intensify the difficulties of the non-white population.

This Assembly has a most serious responsibility in this matter. My Delegation believes that only if we act with restraint is there any possibility of convincing the present Government of South Africa of the necessity to come to terms with the great movement of independence and freedom which has swept through the continent of Africa during the past 20 years. If we pass a resolution condemning South Africa's policies but calling for action which, because of lack of unanimity regarding the means to be employed, in practice will not be carried out, we will be no closer to a peaceful solution to this problem.

Mr. Martin went on to say that all problems of concern to the members of the United Nations could not be resolved merely by the votes cast in the Assembly. In his view, the responsibility for considering steps suitable to influence the South African Government continued to lie with the Security Council. Emphasis, he went on, had also been given in the debate to the need for more study of alternative possibilities for the future in South Africa. It might, therefore, be hoped

that South Africa and the other African states would agree to meet to discuss and seek solutions to the problems in their common interest.

The Committee then disposed of its item on the effects of atomic radiation by adopting by acclamation, on October 31, an 18-nation draft resolution initiated by Canada, which, after taking note of the report of the United Nations Scientific Committee on the Effects of Atomic Radiation (UNSCEAR), called on it to continue its work on the effects of atomic radiation on man and his environment, while urging the World Meteorological Organization at the same time to proceed with the implementation of its plan for monitoring and reporting levels of atmospheric radioactivity.

The Committee is now engaged in the consideration of the Palestine Refugee problem. Two draft resolutions have so far been submitted on this item. One, introduced by Afghanistan, Indonesia and Pakistan, would express "deep regret" that the repatriation and compensation of the refugees, as provided for in Paragraph 11 of Assembly Resolution 194(III) had not yet been effected and that the situation of the refugees "continues to be a matter of serious concern". Another, introduced by the United States would request the Palestine Conciliation Commission to continue in its endeavours to find a way to achieve progress on the Palestine Refugee problem, pursuant to Paragraph 11 of Assembly Resolution 194(III).

## **Second Committee**

The Second Committee concluded its general debate on the questions of economic development and United Nations operational programmes on October 21. Speaking on the closing day of the debate, the representative of Canada, Mr. Kalmen Kaplansky, observed that there was not a single country which could be complacent about current world economic conditions, particularly in the developing countries. Canada, he added, was very conscious of the need to co-operate in the fulfillment of the vision of the United Nations development decade; the Government attached the highest priority to the problems of international trade and economic assistance.

Mr. Kaplansky went on to say that the only kind of economic growth which was sound was that which benefited the entire nation. Canada was prepared to contribute fully towards the efforts of developing countries in building their economic strength, and was reviewing its aid programmes with the aim of expanding its efforts. He took note of a number of co-operative steps taken during the past year in which Canada participated. The wealthier members of the International Development Association (IDA) had agreed subject to necessary legislative action to make available new resources totalling \$750 million (U.S.). Canada's share would be \$41 million (U.S.) over a three-year period beginning in 1965.

Its general debate over, the Committee took up consideration of the resolutions relating to questions of international trade and economic development. A resolution relating to the forthcoming United Nations Conference on Trade

and Development was debated from October 22 to 24 inclusive. Co-sponsored by 75 developing countries, the resolution, which was unanimously adopted on October 24, invites the states that will participate in the Conference to "give serious consideration" to the Joint Declaration made by developing countries at the second session of the Conference's Preparatory Committee held earlier this year in Geneva.

A resolution on means of promoting agrarian reform, sponsored by Brazil, Costa Rica, Peru and the Philippines, received the Committee's unanimous approval on November 1. The resolution invites the United Nations to make a maximum combined effort to facilitate effective democratic and peaceful land reform in the developing countries, in the interests of the landless and of small and medium farmers.

Following adoption of the resolution, the Committee began consideration of a draft resolution calling for the free distribution in developing countries of food to the school-age population. The resolution, which was originally sponsored by Peru and amended several times in the course of the discussion, was adopted on November 2 by 87 votes in favour (Canada) and none against, with one abstention.

A resolution that Canada co-sponsored, calling for the establishment during the first half of 1964 if possible of a United Nations Training and Research Institute, was adopted on November 5 by 81 votes in favour (Canada), one against, with 14 abstentions. The resolution, which was based on a recommendation of the Economic and Social Council, incorporated amendments submitted by Canada and 24 other countries. The training provided by the Institute should contribute to a fuller participation of the developing countries in United Nations activities.

Another resolution, calling this time for a study of the ways and means of supporting national efforts for the eradication of illiteracy, was adopted by the Committee on November 13. The vote on this resolution showed 98 delegations in favour (Canada), none against, with one abstention.

On November 11, the Committee gave its unanimous approval to a resolution sponsored by Brazil on the role of patents in the transfer of technology to developing countries. Also adopted by the Committee was a resolution calling on the Secretary-General to prepare a study on the practical steps involved in transforming the Special Fund of the United Nations to a Capital Development Fund, capable of both pre-investment and investment activities. The vote on the resolution, which was taken on November 12, after a two-day debate on the question, showed 85 delegations in favour, none against, with 10 abstaining (Canada). Explaining why Canada had not been able to vote for the resolution, the vice-chairman of the Delegation and Parliamentary Secretary to the Secretary of State for External Affairs, Mr. John B. Stewart, said that the Canadian Government believed that there should be an increase in the flow of capital to developing countries and to this end had virtually doubled its contribution to the Special



Fund. It was neither necessary nor desirable, however, to open up new aid channels. What was needed was to provide additional resources through existing channels.

The Committee is currently considering the question of accelerated flow of capital and technical assistance to developing countries.

### **Third Committee**

The Third Committee completed its paragraph-by-paragraph consideration of a Draft Declaration on the Elimination of Racial Discrimination in all its forms on October 16. As a basis for its work, the Committee had before it a draft submitted by the Human Rights Commission to which were added, with a view to strengthening the text, some 25 amendments, prepared for the most part by delegations from the developing countries. The resultant document was put to a vote as a whole on October 28 and approved by 89 votes in favour, none against, with 17 abstentions. While Canada agrees with the aims of the Declaration, it would find it difficult to accept some of its language, the net effect of which might be to place undue restrictions on such well-established rights as freedom of association and freedom of expression. Accordingly, with a number of Western countries, Canada abstained on the embodying resolution in the hope that its action might bring about a reconsideration of those passages of the Declaration that gave rise to the difficulties mentioned above and make possible the introduction in plenary of a text that would rally the overwhelming majority of the members of the Assembly.

With a view to ensuring the early implementation of the Declaration, the Committee then adopted (October 29), by 71 votes in favour (Canada), none against, with eight abstentions, a resolution requesting that the instrument be given the widest possible dissemination.

The Committee then dealt with the activities of the Human Rights Commission. In a first resolution adopted on a roll-call on November 1, by 68 votes in favour, six against, with 16 abstentions, the Committee declared it in the interest of the promotion and protection of human rights and fundamental freedoms for the Commission to continue meeting annually, as heretofore, urged the Economic and Social Council to reconsider its decision that the Commission should not meet in 1964, and requested the Secretary-General, as soon as the Council agreed that the Commission could meet in 1964, to make special provisions for it to meet at headquarters and conclude its session before March 15, 1964.

Canada opposed the resolution, which, if endorsed by the Assembly, would reverse the recommendation of the Economic and Social Council, adopted at its thirty-sixth session following a detailed recital by the Secretary-General of the financial and technical difficulties to which meetings in 1964 of the Functional Commissions would give rise, given the already strained resources of the organization and its heavy programme of conferences and meetings for the coming year.

In keeping with these views, Canada abstained in the vote on a second reso-

lution on the activities of the Human Rights Commission, which would have the Economic and Social Council request the Commission on Human Rights "to give absolute priority to the preparation of a draft international convention on the elimination of all forms of racial discrimination to be submitted to the General Assembly for consideration at its nineteenth session". The resolution was adopted on November 1 by 74 votes in favour, none against, with 19 abstentions.

Eighteen meetings were devoted by the Committee to the consideration of the other social and humanitarian problems covered in the report of the Economic and Social Council. Dealing first with the programme of the United Nations Children's Fund (UNICEF), the Committee gave its unanimous approval on November 5 to a resolution sponsored by Mexico, Saudi Arabia and Thailand, which called on governments to make full use of the facilities offered them by UNICEF in meeting the needs of children and youth and, to this end, invited member states to continue to contribute as much as they could to its worthy programme.

Speaking on the subject in the Committee's general debate on the Report of the Economic and Social Council, the representative of Canada, Mrs. Margaret Konantz, remarked:

UNICEF has played a most important role in community development and at a period when requests for assistance are rising so dramatically it seems to us a matter of great importance that one member of the United Nations family has its aim focused at all times on the needs of the child. We are particularly pleased that UNICEF in its programmes for children, including community development, has been working in close co-operation with the Specialized Agencies.

My Government has always been most impressed by the encouraging support received by UNICEF everywhere, both through voluntary agencies and governmental contributions. In Canada, for example, the Canadian Committee for UNICEF last year raised more than half a million dollars for UNICEF through the sale of greeting cards, Hallowe'en for UNICEF Campaign, and voluntary contributions. We hope that the enthusiasm for UNICEF will continue to increase.

The Committee completed its consideration of the report of the Economic and Social Council on November 6, with the adoption of seven resolutions, six of which were given unanimous approval:

A four-power resolution requesting the Committee on Housing, Building and Planning of the Economic and Social Council to adopt emergency measures to increase construction in the United Nations Development Decade;

a six-power resolution requesting the Secretary-General to present a report on new developments in the law and practice concerning capital punishment to the twenty-second session of the General Assembly;

a 32-power resolution requesting the Economic and Social Council to bear in mind the principle of equitable geographical distribution in the membership of the Commission on Human Rights and, in particular, the necessity of having Africa equitably represented thereon;

an 18-power resolution, amended by Tunisia, that would request the Economic and Social Council member states of the United Nations and the Secretary-General to prepare a work programme for social development in the

next five years, including specific measures to accelerate such work and specific targets to be achieved;

a six-power resolution calling the attention of member states to the desirability of appointing women to bodies responsible for preparing national development plans; suggesting that states provide training programmes for women in these fields; requesting the Secretary-General and the Specialized Agencies to establish training centres for women in the developing countries; and recognizing the importance of the contribution of women to development programmes;

a 22-power resolution asking the Economic and Social Council to request the Commission on the Status of Women to prepare a draft declaration on the elimination of discrimination against women for consideration "if possible" by the General Assembly at its twentieth session.

The seventh resolution, calling this time on the United Nations, its member states and the Specialized Agencies to emphasize community action as a means of achieving progress in economic and social development, was adopted by 86 votes in favour (Canada), one against, with 10 abstentions.

The Committee is currently engaged in the consideration of the draft Covenant on Human Rights. These instruments have been among the agenda of the Third Committee since 1954. On November 11, the Committee adopted by 88 votes in favour (Canada), none against, with two abstentions, Article 2 of the Covenant of Civil and Political Rights, outlining the obligation of states parties to the agreement to ensure to all individuals subject to their jurisdiction the rights recognized in the Covenant. On November 13, the Committee unanimously adopted, as amended, Article 4 of the same Covenant, dealing with specific measures for limiting individual rights in times of national emergency. Finally, the Committee adopted on November 15, by 57 votes in favour (Canada), one against, with 14 abstentions, an article on the rights of the child, which will be inserted in the draft Covenant on Political and Civil Rights following Article 22, dealing with the rights of the family.

The article, drawn from the existing text by a working party composed of Afghanistan, Brazil, Iran, Nigeria, Panama, Poland, the United Arab Republic and Yugoslavia, reads as follows:

(1) Every child shall have, without any discrimination as to race, colour, sex, language, religion, national or social origin, property or birth, the right to such measures of protection as required by his status as a minor on the part of his family, the society and the state.

(2) Every child shall be registered immediately after birth and shall have a name.

(3) Every child has the right to acquire a nationality.

#### **Fourth Committee**

On October 18, the Committee adopted by 79 votes in favour, two against, with 19 abstentions (Canada), a resolution on Southern Rhodesia sponsored by 46



delegations and calling on the British Government not to accede to the request of the present minority government for independence until majority rule based on universal adult suffrage had been established in the territory.

Britain did not participate in the vote on the resolution. Speaking in the debate on October 11, the representative of Canada, Mr. Leo Cadieux, had declared that Canada, as a member of the Commonwealth, desired a final solution that would respect the principles of freedom and democracy on which the Commonwealth was based and was confident that British influence would be exercised solely towards that end. However, the Government and the whole population of Southern Rhodesia also had heavy responsibilities to bear, and had the duty of accelerating a peaceful transition to majority government by facilitating agreement on the basis of the compromises that would undoubtedly be necessary. The problem was difficult and complicated and had to be handled with particular care and patience in view of the fact that Britain was engaged in delicate negotiations relating to the dissolution of the Central African Federation and the accession of Northern Rhodesia and Nyasaland to independence. It seemed to the Canadian Delegation that the method of informal and private talks would be most likely to lead to progress, and that that should be the main consideration underlying the draft resolutions to be submitted to the General Assembly.

Having completed its action on the question of Southern Rhodesia, the Committee turned to the consideration of its item on South West Africa. Six petitioners and 62 delegations were heard from in the debate, which lasted from October 22 to November 5. On the latter day, 30 delegations submitted a resolution which would seek to draw the attention of the Security Council to the critical situation in South West Africa, urge all states to refrain from supplying arms, military equipment or petroleum to South Africa, and request the Special Committee of Twenty-Four on Colonialism to consider the implications of the activities of mining companies with interests in the territory. This action was followed on November 6 by the tabling by Ghana of an eight-power resolution requesting all member states, and in particular South Africa, to facilitate in all possible ways the travel abroad of South West Africans seeking to avail themselves of the educational opportunities provided for them under United Nations programmes created specially for this purpose.

The Committee approved the first resolution on November 8, by 80 votes in favour, six against, with 16 abstentions, after rejecting a series of amendments submitted by the United States that would have deleted from the resolution the provision relating to the supply of petroleum to South Africa, would have described the situation in South West Africa as "a dangerous source of international friction" rather than one "constituting a threat to international peace", and would have requested the Secretary-General instead of the Special Committee of Twenty-Four to make a proposed study on the activities of foreign mining interest in the territory. While agreeing with the basic aims of the resolution, Canada abstained in the vote on it because some of its operative paragraphs contained judgments

and called for action by the Assembly that it felt unable to support. The greatest source of difficulty had to do with the imposition of sanctions, a decision allocated to the Security Council by the Charter of the United Nations.

On November 8 also, the Committee approved by acclamation a resolution dealing with the question of special educational and training programmes for South West Africans, and endorsed without debate a recommendation of the Special Committee of Twenty-Four on Colonialism, calling the attention of petitioners from South West Africa to the report of the Secretary-General on the special United Nations educational and training programmes established for the territory, as well as to the resolutions on South West Africa adopted by the General Assembly at its eighteenth session.

The Committee then proceeded to consider the question of the territories under Portuguese administration. After completing its questioning of two petitioners from Mozambique, the Committee considered from October 11 to 14 the matter of the request for a hearing of Captain Henrique Galvao, a former Governor of Angola, now living in Brazil. The Committee finally decided on November 14 to grant Captain Galvao's request on the understanding that he would also be informed (a) that it appeared likely that Portugal would institute legal proceedings against him, should he come to New York, under its extradition treaty with the United States, and (b) that the United Nations would be in no position to offer assurances to Captain Galvao concerning immunity from legal process during his sojourn in the United States.

In another action arising out of its discussion of Captain Galvao's request for a hearing, the Committee reached a consensus that the Secretary-General and the United States should hold talks with a view to working out a formula whereby petitioners invited to appear before the United Nations would be provided with all necessary protection. The debate continues.

### **African States and Portugal**

On October 17, the first meeting between representatives of African states and Portugal was held at United Nations headquarters. The meeting came following a series of informal consultations and exchange of correspondence between the Secretary-General and the Government of Portugal, carried out pursuant to the Security Council's resolution of July 31, 1963, relating to Portuguese territories and after a representative of the Secretary-General, Under-Secretary Godfrey K. J. Amachree, had entered into direct contacts with the Portuguese Government in Lisbon.

Participating in the conversations were, for the African states, the Foreign Ministers of Madagascar, Nigeria and Tanganyika and the Permanent Representatives to the United Nations of Ghana, Guinea, Liberia, Morocco, Sierra Leone and Tunisia, and, for Portugal, the Foreign Minister, Portugal's Permanent Representative to the United Nations and officials from the Ministry of Foreign Affairs and the Overseas Ministry in Lisbon.

## **Fifth Committee**

After approving its report to the General Assembly on cost estimates for the United Nations Operation in the Congo, the Fifth Committee took over on October 16 consideration of the organization's estimates for 1964.

In his opening statement to the Committee, the Secretary-General described his budget estimates as "rigidly conservative" and added that he would not consider it wise for expenditures to be reduced below the level he proposed. (The Secretary-General has presented an initial gross-expenditure budget of \$96,611,350 for 1964, from which the Advisory Committee on Administrative and Budgetary Questions has recommended reductions totalling \$1,115,570). The Secretary-General also warned the Committee that operations were likely to continue at a financial deficit for some time. For his own part, the Chairman of the Advisory Committee stated that any expansion during the coming year would be controlled and the initiation of new activities would mean a proportionate curtailment of existing operations and programmes.

Appropriations so far agreed to by the Committee (November 15) on first reading include: Travel and other expenses of representatives and members of United Nations organs (\$1,774,000); special meetings in 1964 (\$2,370,000); travel of staff (\$1,988,000); hospitality (\$105,000); permanent equipment (\$482,000); operation maintenance and rentals (\$3,610,000); general expenses (\$4,014,000); printing (\$1,424,000); special expenses (\$7,712,800); special missions (\$2,350,000); United Nations field missions (\$1,525,700); salaries and wages (\$45,083,980); common staff costs (\$10,347,000); technical programmes (\$6,400,000); Office of the United Nations High Commissioner for Refugees (\$2,275,000), and International Court of Justice (\$955,000). The Committee also approved, in first reading, an estimate of \$9,365,000 under Income Section 1 of the Budget: Staff Assessment Income.

Speaking in the general debate on the budget on October 28, the representative of Canada, Senator D'Arcy Leonard, declared that Canada, with others, believed that a strong United Nations was one of the best guarantees for development and independence in a peaceful world. If the United Nations was to develop into an organization capable of playing a larger and more effective role in the solution of international problems however, it had first to be placed on a firm financial foundation, to which end arrears would have to be liquidated. With this in view, Senator Leonard suggested preparation of a list outlining the amounts owing by member states to all United Nations accounts and to those of the Specialized Agencies. He also felt that the current period of budgetary containment should be used to organize priorities for United Nations activities and to make procedural and organizational changes, since there were clearly not enough funds to carry out all proposed activities. In particular, Senator Leonard called for a rationalization of the organization's pattern of conferences. A first step in this direction might be to postpone or eliminate those programmes and meetings not absolutely essential in 1964. Finally, Senator Leonard looked to the United Nations to make



maximum use of its resources, perhaps through the sale of goods and services at the world fairs to be held in New York and Montreal.

During the period under review, the Committee recommended for endorsement by the Assembly a number of appointments to its administrative boards and tribunal:

For the Advisory Committee on Administrative and Budgetary Questions, J. P. Bannier of the Netherlands, A. F. Bender of the United States, R. A. Quijano of Argentina, and V. F. Ulanychev of the U.S.S.R.;

for the Committee on Contributions, B. N. Chakravatry of India, J. P. Fernandini of Peru, V. G. Solodovnikov of the U.S.S.R. and M. Viaud of France;

for the Board of Auditors, the Comptroller and Auditor-General of Pakistan;

for the United Nations Administrative Tribunal, S. G. Espiell of Uruguay and B. A. S. Petren of Sweden;

for the United Nations Staff Pension Committee, S. K. Singh of India.

The Committee also recommended, on November 12, by 52 votes in favour (Canada), 10 against, with five abstentions, the enlargement of the membership of the International Civil Service Board from nine to 11 and the strengthening of its terms of reference. A resolution to this effect will now go to the Assembly for endorsement. The Committee also approved, on November 13, a change of staff regulations affecting the level of language allowances, endorsed a new procedure for calculating post adjustments, and called for the early completion of a study on assignment allowances and related benefits.

In the course of the Committee's discussion of the Secretary-General's report on the composition of the United Nations Secretariat, the representative of Canada, Senator D'Arcy Leonard, expressed general satisfaction with the progress achieved in the past 12 months concerning the geographic distribution of the staff. Canada hoped, he stated, that the staff situation would be further improved in the future and believed the Secretary-General would take account of factors such as efficiency, competence and integrity, as well as the need for geographic distribution. Opportunities for promotion must be provided if efficiency and good morale were to be maintained in the Secretariat, and Canada hoped that fixed-term appointments at higher levels would be made only in special cases. The proportion of fixed-term staff should be maintained at about 25 per cent and the current level of about 30 per cent should be gradually reduced.

The Secretary-General, Senator Leonard went on, should concentrate on three major areas where imbalance remained. He should increase the proportion of staff from the Eastern European and the North American and Caribbean regions, reduce, in accordance with current policy, the proportion of staff from Western Europe, and correct imbalances in the proportion of fixed-term staff from certain regions by greater use of longer term or career contracts. To use a large proportion of short-term contracts was expensive and inefficient. Moreover, the principle of achieving geographical distribution should not be based on the desire to give priorities to the interest of any particular country. To be efficient, the

Secretariat must be free to serve the United Nations and not just be "on loan" for short periods from member governments.

### **Sixth Committee**

The Committee completed its review of the report of the International Law Commission (ILC) by giving unanimous approval on October 15 to a seven-power resolution recommending that the Commission continue its work on the Law of Treaties.

The Committee then took up the second item on its agenda entitled: the Question of Extended Participation in General Multilateral Treaties concluded under the auspices of the League of Nations. In its report to the General Assembly on the matter, the ILC concluded in part that many of the League's treaties no longer held any interest for states and should accordingly be adapted to contemporary conditions. A nine-power resolution on this item was introduced by Australia on October 17, amended, and adopted on October 28 by a vote of 69 in favour (Canada), none against, with 22 abstentions. By the terms of the resolution, the Assembly is called on to assume certain of the functions of the League of Nations and to open to new states 21 multilateral treaties closed since 1946, dealing with such matters as counterfeiting, narcotics and dual nationality.

The Committee is now engaged in the consideration of principles of international law concerning friendly relations and co-operation between states. Four of these principles are currently up for study:

- The repudiation of the threat or use of force against the territorial integrity or political independence of any state;
- the settlement of international disputes by peaceful means;
- non-intervention in matters within the domestic jurisdiction of any state;
- the sovereign equality of states.

Further principles are to be studied at subsequent sessions of the Assembly.

To assist it in its study, the Committee had before it two working papers. One, from Czechoslovakia, suggested that the Committee should proceed with a view to preparing at the nineteenth session of the General Assembly a declaration embracing all principles of international law relating to the "peaceful co-existence of states". The other, introduced by Australia, Britain, Canada, Denmark, France and Malaysia, argued that no commitment could at present be undertaken to prepare a draft declaration of the kind envisaged by Czechoslovakia. It went on to say that the Czech proposal was "procedurally inappropriate" and "substantively misplaced", since the principles of international law relating to "the peaceful co-existence of states" were not among the agenda of the Sixth Committee.

### **Pledging Conference**

At a United Nations Pledging Conference held on October 15, member states of the United Nations or the Specialized Agencies announced the amount of financial support they would give toward the target figure of \$150 million for the 1964

operations of the United Nations Special Fund and the United Nations Expanded Programme of Technical Assistance. Subject to Parliamentary approval, Canada pledged \$7,325,000 (Cdn) to both programmes, \$5 million of which would be allocated to the Special Fund and the remainder to the Expanded Programme. Canada's pledge to the Special Fund virtually doubles last year's contribution.

Since its operations began in 1959, the Special Fund has approved 327 economic development projects in 118 countries and territories, calling for a total expenditure of \$672 million. Of this amount, the Special Fund is contributing \$283 million, the remainder being provided by the recipient countries. The Special Fund will meet again in January 1964 to consider and approve a series of new projects from among the more than 130 requests now being reviewed.

The Expanded Programme of Technical Assistance has already approved and is implementing a 1963-64 programme of assistance to more than 120 countries and territories, involving an expenditure of over \$110 million for the projects and administrative costs during the two years.



## *Visit to Canada of Mr. Malraux*

**M**R. ANDRE MALRAUX, Minister of State for Cultural Affairs of the French Republic, visited Canada from October 7 to 15, 1963. Though the main purpose of his visit was to open the French Exhibition in Montreal, it also served to emphasize the close bond that has always existed between France and Canada, as well as the hope of still closer relations. An example of this spirit of co-operation was the signing by both countries of a convention for the joint production of films.

Several times during his visit, Mr. Malraux recalled the wealth of the French heritage in Canada. On the occasion of a dinner given in Montreal on October 11 by the French Embassy, he urged Canada to join his country and others in the creation of a new culture, a richer and deeper one, that would respond to the challenge of the scientific revolution. "We expect all men," he declared, "who consider intellectual values indispensable to unite and together create that civilization which tomorrow will be the only civilization, and which, for the time being, is a matter of fraternal rivalry among all the nations of the free world. That, Canadians, is why France extends you its hand not from out the past but face to face with the future."

In his reply, the Secretary of State for External Affairs stressed Canada's desire to strengthen the bonds between the two countries by means of their common heritage. The text of his address follows:

"The magnificent panorama we have been offered since this morning by the French Exhibition in Montreal enables us once more to wonder at the magnitude of the post-war achievements of France in all spheres of human action. Not only has France for some years been astonishing the industrial and technical world, but it continues to be the beacon and vanguard of our Western civilization. Indeed, does not the grandeur of France stem from precisely this ability to combine the vigour of its culture and its civilization with its economic vitality and its sense of reality?

### **Embodiment of a Civilization**

"You, Mr. Minister, are the very embodiment of that civilization admired by all, for you have permitted within yourself no divorce between action and thought, between the world of affairs and the realm of the spirit. You are the writer whose great works have changed the course of the stream of literature, the prophetic humanist whose indictment of man's condition has turned into a tribute to man's dignity — the novelist and critic, seeking, first in action and then in thought and art, the weapon that will conquer death. But you are also the man of action who, on two continents, has taken part in more than a single battle, the Resistance fighter and commanding officer of the last World War, the 'essen-

tial contemporary man' of whom General de Gaulle said: 'He is one of the most exceptional men I have known.'

"And so, today, the Minister for Cultural Affairs is at once the perennial man of action, the novelist and the humanist who has made humanity conscious of its own grandeur, which survives man in his culture, art and thought. Indeed, your political role has provided you with practical means of carrying into effect your cherished idea of enabling the people to share the cultural and social heritage of the Western world, which should not be restricted to an elite. The greatest creations of man will now be placed within reach of the people, while the vitality of French culture and the perfection of new works in every realm — of thought, of literature and of art — will continue to excite the admiration of the world.

### **Contribution of French Canada**

"Need I add that nearly a third of our population participates in French culture, and embodies it, with the special characteristics conferred by our North American environment, in an increasingly dynamic way? Nor need I recall how much the unity and independence of Canada, and its identity as a separate state, owe to the French-Canadian contribution. I had the opportunity last June in Quebec of emphasizing the great importance and indispensable character of this contribution. Here let me simply remind you of three examples of it on the international level: (1) Canada is a member of several international organizations that bring together the representatives of French-speaking countries. (2) A growing number of French-speaking students from abroad are attending French-Canadian universities and colleges, attracted by the quality of their teaching, which, while inspired by universal spiritual values, is yet thoroughly adapted to the contemporary world. French Canada alone, I believe, offers a living synthesis of the Latin and North American spirits. (3) Nearly 20 per cent of the Canadian experts serving abroad — teachers, technicians and others — come from Quebec; this proportion is obviously greater in the new French-speaking states. On the other hand, the cultural ties — and from today those of an economic and technical character as well — that bind Canada to France and the French-speaking countries are being drawn tighter every day.

"We are happy that increasingly friendly bonds are being created between France and Canada. As I pointed out last May to Mr. Couve de Murville, when I had the great pleasure of meeting him at the NATO ministerial conference, we intend to give increasing attention to our relations with France, which we wish to intensify in every sphere.

### **Examples of Co-operation**

"Measures have already been taken to increase our cultural and technical exchanges. One of these is the co-production agreement recently negotiated by the 'Centre national de cinema francais' and the National Film Board, which I had the pleasure of signing with you a few minutes ago. 'Radio-Telediffusion Fran-

caise' now has representatives in Montreal, and has for some time been exchanging broadcasts with the Canadian Broadcasting Corporation. We hope to conclude new agreements in the near future, in the technical and administrative fields. One of these would make possible the exchange of young French and Canadian engineers; another would each year open the doors of some great French school to Canadian students.

"We are happy, too, to see that the exchange of official visits between the two countries has been accelerated during the past few months, and we are entertaining still more ambitious projects. . . .

"In the light of the foregoing, you will easily understand, Mr. Minister, that we have more than one reason to rejoice at your presence in Canada. We salute in you the man, the humanist and the celebrated writer; we salute, too, the Minister of President de Gaulle and the representative of France, of that France whose creative and dynamic genius thousands of Canadians will be able to admire at the French Exhibition in Montreal."



# *1965 - International Co-operation Year*

*On November 21, 1963, the United Nations General Assembly decided by acclamation to designate 1965, the twentieth anniversary of the United Nations, as International Co-operation Year. The following is the text of a statement by Mr. Paul Tremblay, Canadian Permanent Representative to the United Nations, on November 20, regarding the report of the Preparatory Committee on the International Co-operation Year:*

Last year a number of delegations, including my own, co-sponsored a resolution which established a Preparatory Committee to consider the possibility of designating 1965 as a year of international co-operation. Canada is gratified that the Preparatory Committee has recommended that 1965 should be designated as International Co-operation Year.

My Delegation believes that much practical value can be gained from devoting a year to the promotion of international co-operation. One of the characteristics of the twentieth century has been the enormous advance in the speed of communications. The world has suddenly grown small. It is now necessary for each of us to take account of developments even in countries on the other side of the globe. Moreover, newspapers, the radio and television report events around the world almost as they happen. The pressure of the press, of legislatures and of public opinion oblige our governments to take positions. As never before in history, we are all involved in each other's affairs.

Coinciding with this development has been the remarkable increase in the scale of governmental activities. To the common man these increasingly large administrations seem to be rather impersonal. With industrialization and urbanization, and now with automation, people feel themselves in the grip of uncontrollable man-made forces which determine their destinies.

## **Individual Desire for Involvement**

The conjunction of these two developments is particularly striking in the field of international affairs. People are urged daily by the press, radio and television to form opinions, to hold views, in other words to take a personal interest in world affairs. But it is difficult for most people to find an appropriate outlet for this interest once it has been created. In my own country, for example, there is a rapidly-growing interest in international affairs, and a desire on the part of many Canadians to become involved in some way in helping to overcome the many problems which face the world.

It is against this background that my Delegation welcomes the recommendation of the Preparatory Committee that 1965 be designated as International Co-operation Year. We believe that this year should enable individuals and groups

in Canada and elsewhere who are engaged in co-operating with similar individuals and groups in other countries to gain increasing recognition and public support for their work. This should permit them to consolidate or expand their existing activities, and perhaps to develop new activities. As a result of International Co-operation Year comparable organizations in different countries which are not now in contact should be able to enter into fruitful relations to their mutual benefit. The Year might also lead, through international assistance and encouragement, to the establishment of new voluntary organizations in countries where they do not now exist, which could then participate in useful co-operation with existing organizations in other countries.

### **Role of Governments**

It will be apparent that my Delegation is attracted by International Co-operation Year because it offers an opportunity to men and women the world over to participate personally in direct co-operative activities. Needless to say, we do not think that International Co-operation Year is without significance for governments; but, in countries such as Canada, many functions are carried on by voluntary organizations which in other societies are conducted by governments or quasi-governmental organizations. Obviously the relevance of International Co-operation Year to governments will depend on the nature of their societies.

Canada expects that International Co-operation Year will stimulate a multitude of personal and group activities in the international field — activities which should give increased meaning and significance to each group involved. But International Co-operation Year itself should be greater and more significant than the sum of these discrete activities. The analogy with a symphony has some explanatory value. A symphony is played by an orchestra comprising usually more than 100 instruments. Played separately, the notes scored for each instrument create little effect. Played together, the net effect may be sublime. While each single act of co-operation generated by International Co-operation Year may seem to be of insignificant value, we believe the sum total could be most impressive.

### **Canada's Preparations**

It may be of interest to members if I mention something of the preliminary preparations in Canada in connection with International Co-operation Year. As soon as the report of the Preparatory Committee was published, the UN Association of Canada took the initiative of convening a meeting of national voluntary organizations having a potential interest in the International Co-operation Year. The representatives of these organizations in turn appointed an Interim Steering Committee which is now exploring the implications of International Co-operation Year for voluntary organizations in Canada. It is possible that this Steering Committee will recommend the establishment of a Canadian Committee for International Co-operation Year open to all voluntary organizations in Canada which have an interest in promoting International Co-operation Year. It will be for

the Canadian Committee to decide how to conduct its activities. As a committee formed by voluntary organizations, it will be completely independent. It is to be assumed that its principal function will be to co-ordinate the activities of the constituent organizations rather than itself to initiate activities. A possible exception might be the Committee's role in publicizing International Co-operation Year in Canada.

### **Importance of Publicity**

My Delegation believes that publicity will be a particularly important element of International Co-operation Year. Since one of the aims of the year is to counteract the impression that the world is dominated by conflict, an impression to a considerable extent stimulated by publicity media, this can be accomplished only by encouraging the same publicity media to focus their attention and that of their readers and audiences on world co-operation. Naturally, the UN will itself play a role in publicizing the International Co-operation Year through facilities at headquarters and through UN information offices. However, the major publicity will have to be generated nationally. The role of governments in generating publicity will vary from country to country, depending on local factors. In many countries, including Canada, the power of governments to arrange for publicity is strictly limited. This is why my Delegation welcomes the suggestion of the Preparatory Committee that the Year should be conceived of in a way which would generate public interest in concrete aspects of international co-operation. We are particularly attracted by the suggestion that different months should be given over to co-operation in specific fields, such as public health, welfare, food, education, etc. Undoubtedly, a great deal of attention will have to be given by the new committee to the development of this idea so that all manifestations of international co-operation will be comprehended. We think that in Canada, and in countries having a similar organization of the press and radio, this approach would encourage the development of an interest by publicity media which would be sustained throughout the whole year. We would hope that newspapers and radio and television stations throughout the country would be attracted by the possibility of having a regular article or programme which would feature the activities of groups or individuals in the community served by that station or newspaper in the international co-operation field designated for the month in question.

We feel that this idea would be attractive also to voluntary organizations. It would give them an opportunity to benefit from the publicity which would be generated by International Co-operation Year by emphasizing their activities in the community or in the country as a whole.

The Canadian Delegation has carefully read the report of the Preparatory Committee for the International Co-operation Year. It is in full agreement with its recommendations, including the activities which it suggested might be undertaken by the United Nations. . . .



# *The Inter-Parliamentary Union*

FIFTY-SECOND CONFERENCE, BELGRADE

THE FIFTY-SECOND conference of the Inter-Parliamentary Union met in Belgrade, Yugoslavia, from September 12 to 20, 1963.

Stemming from a modest origin in 1889 following an initiative taken by French and British parliamentarians to get to know one another and one another's problems better, the Inter-Parliamentary Union now boasts member groups in the assemblies of 70 states, including a national group composed of members of the Canadian Senate and House of Commons. A permanent Bureau in Geneva assures the continuity of the Union between conferences under the direction of the Inter-Parliamentary Council (two representatives from each national group) and the Executive Committee elected by the Council. Shortly to be established is an International Centre on Parliamentary Research and Documentation. Although it is hoped that this Centre will be of particular service to young countries with new parliaments, it will also serve as a reference source for interested students and scholars, for all national groups and for members of the Association of Secretaries-General of Parliaments. This group is a subsidiary body of the Inter-Parliamentary Union composed of clerks or officers of the various national parliaments; the separate meetings it holds during the annual conferences of the Union are more specifically oriented to the techniques and organization of parliaments.

The heart of the Inter-Parliamentary Union's work lies in the annual conferences. This year's conference was attended by over 600 parliamentary representatives and delegates from 58 countries. Although a country may send as many parliamentary delegates as it wishes, its voting representation is strictly limited according to a system based on the size of national populations. The debates of the conference are facilitated by all the paraphernalia of the modern international conference — the steering committee, plenary and committee sessions, the prompt circulation of documents, summaries and verbatim reports by the secretariat, and the simultaneous translation of speeches into several languages (French and English have remained since the inception of the Union as its two working languages). The debates centre on draft resolutions prepared and circulated well in advance of the Conference by five standing study groups appointed by the Council, which meet independently during the year between conferences.

## **Work of Committees**

For the Belgrade conference, the Economic and Social Committee (one of the five standing study groups) submitted a draft resolution urging governments to help developing countries through aid and trade to achieve standards of living

comparable to those of the industrially developed countries. The Parliamentary and Judicial Committee submitted a draft resolution on the peaceful use of outer space and the codification of space law. The Committee on Non-Self-Governing Territories and Ethnic Questions presented a draft resolution on racial discrimination. A draft resolution of the Committee on Political Questions favoured the creation of denuclearized and limited armament zones as a step towards the achievement of general and complete disarmament. A second draft resolution presented by this Committee concerned methods for increasing the effectiveness of United Nations action in maintaining international peace and security. After extensive debate of these drafts and of amendments to them, meaningful resolutions were passed on all these subjects.

The Canadian delegation was led by Senator Dessureault. It included Senators Boucher and Brooks and eight members of the House of Commons representing the four major Canadian political parties: Messrs Cameron, Caron, Chatterton, Frenette, Habel, Matheson, Pigeon and Whelan. The Assistant Clerk of the Senate, Mr. Paquette, acted as secretary. The delegation took a very active part in the conference and attracted special interest with an amendment to the resolution on economic development, successfully put forward on behalf of the delegation by Mr. Colin Cameron. The amendment concerned the possible inclusion



*Members of the Canadian delegation to the fifty-second conference of the Inter-Parliamentary Union in Belgrade (left to right): Mr. L. J. Pigeon, M.P.; Mr. Alexis Caron, M.P.; Senator J. M. Dessureault, leader of the delegation.*



on the agenda of the United Nations Economic Conference in 1964 of an item ensuring a thorough examination of the pressing problem created by a chronic and growing shortage of international exchange.

### **Atmosphere of Conciliation**

The Belgrade conference met under very different circumstances from last year's conference in Brazilia, which took place at the very height of the Cuban crisis. The delegates to this year's meeting were very conscious of the improvement in the international atmosphere, an improvement which had already made possible the conclusion of the Moscow agreement on nuclear testing. With few exceptions, the delegates tried to avoid polemics and to concentrate on areas where agreement was possible. This does not mean that they tried to gloss over differences, but that they tried to convince rather than condemn. For instance, one theme that was apparent throughout the course of the conference was the emphasis placed by Communist delegates on the functional nature of their national assemblies; they tried to convince the conference of the advantages of their system in ensuring that specially-qualified persons would be the representatives of the people. On the other hand, Western representatives illustrated in everything they said and did that, although responsible and representative government might take a different form in every traditional democracy of the Western type, all such democracies had one thing in common — the national assembly or parliament was the focal point of the state, where the representatives of any substantial body of opinion met to hammer out and chart the course that state should follow. Western representatives emphasized in this way the enduring value of freedom and the necessity of democratic responsibility if the rights of individual persons and groups were to be adequately protected.

The fact that the conference met in Belgrade undoubtedly helped to promote this atmosphere of conciliation. From an ideological, political and economic point of view, Yugoslavia occupies a unique position in world affairs, affording some point of contact with every delegation. The Communist delegations were conscious of the much closer relations existing between Yugoslavia and the Warsaw Pact countries, even though Yugoslavia maintained its independence of the Warsaw Pact. Though Yugoslavia had also made clear its right to find its own road to Communism, the delegations from other Communist countries could appreciate the similarities even if they privately deplored — or envied — the differences. On the other hand, Western delegations found a special interest in this opportunity to meet in a Communist country and to understand better how such a system works. This was particularly true since they met in a Communist country which maintained friendly ties with the West and had extensive economic relations with it. During the years of its alienation from the Warsaw Pact, Yugoslavia had developed particularly cordial political and economic relations with the neutral states of Africa, Asia and South America. These states were, therefore, very well represented at Belgrade — Algeria, Cameroun, Senegal, Sierra Leone and



Somalia for the first time. The representatives of the new and developing states played an important role in the work of the conference and brought home to all delegations the need to assist these countries in taking their full place in the community of nations.

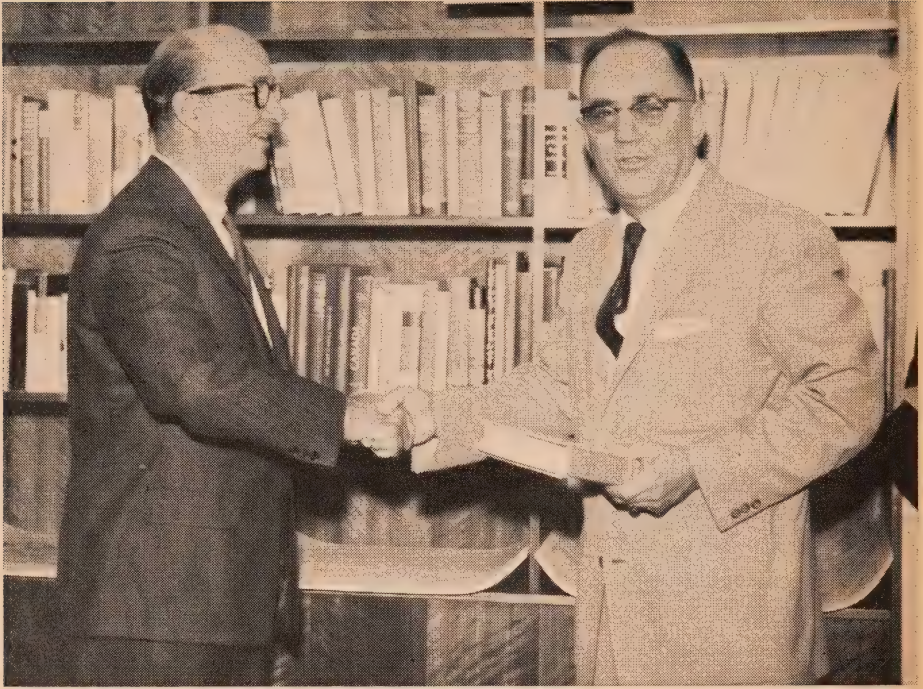
The tone of the conference was also influenced by the recent catastrophe that struck Skopje, the capital of one of Yugoslavia's constituent republics. Representatives of every delegation visited Skopje and returned to the conference to pay a moving tribute to the courage and dignity of the survivors of the earthquake. A resolution was passed unanimously inviting the parliaments represented, as well as national and international organizations, "to do everything in their power before winter makes further victims, to speed up the action of human solidarity already undertaken on a world scale . . . to aid in the reconstruction of Skopje."

### **Other Conference Values**

Since the conferences of the Inter-Parliamentary Union are not meetings between representatives of governments but rather representatives of parliaments, their resolutions are in no way binding on the governments of the countries they represent. Their resolutions do, however, carry considerable weight, for they place a moral obligation on influential groups of law-makers from 60-odd nations of the world. On their return to their respective countries, the parliamentarians are expected to work for the implementation of policies in keeping with the ideals expressed in their resolutions. The conferences do more, of course, than pass resolutions. They offer parliamentarians a relatively informal opportunity to meet their colleagues from every corner of the world, to hear at first hand the other side of every story. Indeed, it may be that it is in the development of mutual understanding of each other's national problems and aspirations that the greatest value of the conference lies, and its greatest service to humanity.

Next year the Inter-Parliamentary Union will meet in Copenhagen. During this year's conference, the Council met to consider, and approve overwhelmingly, the invitation of the Canadian group to hold the 1965 conference in Ottawa. As host to that gathering, Canada will have a gratifying opportunity to welcome distinguished law-makers from all over the world and to further the valuable work of the Inter-Parliamentary Union.

## CANADA PRESENTS BOOKS TO IRAN



*On September 14, 1963, the Canadian Government presented a collection of Canadian books and periodicals to the University of Tehran. The presentation was the first by a foreign government for a new central library to be built at the University. The photograph shows the Canadian Ambassador in Iran, Mr. Paul Malone, being thanked for the collection by the University Chancellor, Dr. Jahanshah Saleh.*

*This gift was made under a Book Presentation Programme by means of which the Canadian Government encourages the establishment in foreign countries of centres of Canadiana which may be used by scholars and persons engaged in research on Canada or Canadian subjects.*

# *External Affairs in Parliament*

## **Expansion of Assistance Programme**

*The following statement was made to the House of Commons on November 14 by the Secretary of State for External Affairs, the Honourable Paul Martin:*

I should like to make an announcement on a subject which I am sure will be of considerable interest to the House and to the Canadian people. I refer to Canada's programme of economic assistance for the developing nations of the world. The record demonstrates, I think, that since 1950, when Canada was one of the founding members of the Colombo Plan, Canadian Governments have regularly reviewed the adequacy of their aid programmes and have made provision for increases whenever national circumstances permitted. Last year only was a reduction made in the level of our assistance as part of a general programme to reduce expenditures in every area of government activities.

When the present Government took office, it became increasingly apparent that, because of the changing framework of international assistance, a fresh look was required at our international aid effort. The requirements of the developing countries are urgent and growing, and economic assistance for them has become an established policy of all of the advanced nations of the free world, which have recognized the need to co-operate in assisting to the best of their ability those countries in the process of economic development.

Accordingly, our Canadian aid effort cannot be viewed in isolation but rather as part of a broad collective effort. We would be failing in our responsibilities both to the developing countries and to other advanced countries with which we are associated, if we did not ensure that Canada played its proper role in this common aid effort.

As an integral part of our foreign policy, our Canadian aid programmes have, I am convinced, the broad support of the Canadian people. By sharing our resources, skills and experiences, we not only benefit others but also help to expand and enrich our own experiences. Our aid programmes provide a stimulus to the domestic economy and contribute to a betterment of employment conditions, since the main part of our aid funds is spent in Canada to purchase Canadian goods and services required in the developing countries.

Taking all these factors into account, the Canadian Government has now formulated general plans for an expansion of Canada's aid programmes, beginning in the fiscal year 1964-65.

The main proposed area of expansion would be in special Canadian lending for development purposes. If Canada is to be in a position to provide assistance on terms commensurate with the needs of recipient countries, consistent with the agreed objectives of international bodies of which we are a member, and in line



with what other major donors are providing, there should be available for implementing Canada's bilateral-assistance programmes facilities for lending of the type now carried out by the International Development Association, involving such features as long-maturity periods, liberal grace periods, and little or no interest. It is proposed, therefore, that a lending programme of this type should be commenced in the fiscal year 1964-65, with an initial ceiling for commitments of \$50 million.

It is the Government's intention to ask Parliament to make separate provision beginning in 1964-65 for a food-aid programme, as already announced by the Minister of Trade and Commerce, and for Canada's contribution to the Indus Basin Development Fund, which was set up in an effort to resolve the difficult dispute between India and Pakistan over the use of the waters of the Indus Basin. There are now included in Canada's bilateral-grant aid programmes, which will be continued in 1964-65 at their present level of about \$50 million, but which will in the future be limited to the provision of project assistance, the supply of industrial commodities and the carrying out of technical assistance for the developing countries. The result will be a significant increase in our grant aid.

These improvements in our aid programmes would, of course, be additional to Canada's other existing programmes of assistance, including our long-term financing arrangements under the Export Credits Insurance Act and our contributions to the multilateral programmes of the United Nations. Recent references have been made in the House to the increased Canadian contribution to the United Nations Special Fund and the International Development Association.

In the current fiscal year, it is expected that the over-all level of Canada's expenditures for assistance to less-developed countries will be in the neighbourhood of \$120 million. It is the Government's intention to seek authority to make available an additional \$70 million in 1964-65. It is, of course, not possible at this stage to forecast an actual expenditure level for 1964-65; but it is expected that, with the new resources available, the level might be in the range of \$180 million to \$190 million.

The over-all programme which I have described will be a flexible one designed to place Canada in a position to make an effective response to changing national and international circumstances. In particular, it will provide:

- (1) aid to Colombo Plan countries of Asia at a higher level than was provided prior to the reduction in 1962;
- (2) a more comprehensive and sizable Canadian programme for the Commonwealth countries of the Caribbean. In this connection, it will be remembered that, when the Prime Minister of Canada saw the President of the United States, he indicated that it was Canada's intention to increase its assistance to the Commonwealth countries of the Caribbean with which Canada, of course, has a long and historic association;
- (3) a larger and more effective programme for Africa, including the French-speaking states;

- (4) a further contribution to Latin American development, in close co-operation with the Inter-American Development Bank, through the availability of new and additional lending resources.

I make this announcement at this time in view of the OECD ministerial meeting in Paris next Tuesday and Wednesday, at which the subject of aid to developing countries will be discussed.

## Paris Meeting of OECD

*On November 21, Mr. Martin made the following report to the House of Commons on the recently-concluded Paris meeting of the Organization for Economic Co-operation and Development:*

The Organization for Economic Co-operation and Development provides an important bridge between the European and North American parts of the Atlantic Community. It is expected shortly to be broadened by the inclusion of Japan, when the Parliamentary procedures in that country have been completed. These links among such key countries make this Organization extremely important in Canada's general foreign relations. The OECD provides a forum for consultation among representatives of the principal industrial nations of the West.

The most important feature of this particular meeting was the discussion of assistance by member countries to the less-developed nations of the world. I emphasized the importance which the Canadian Government attaches to the efforts of the OECD to improve the co-ordination of aid. I indicated that the statistics frequently referred to comparing aid programmes of Canada and other countries were often misleading and needed to be interpreted with great care. There are problems of definition and content which must be examined critically. Moreover, as the Organization has recognized in the past, there are qualitative as well as quantitative factors which must be introduced for a meaningful comparison.

I am happy to report that representatives of other member governments warmly received the details of the increase in our own aid programme which were announced in this House last Thursday. The meeting also considered the trade relations of member countries with the less-developed countries and agreed on the importance of approaching the United Nations Conference on Trade and Development with the intention of making a positive contribution to the necessary efforts to expand the trade of these developing countries. The occasion of this OECD meeting provided an opportunity for the ministers from the NATO countries to take part in an informal NATO discussion on East-West economic and other relations. This is, of course, a subject under continuing study by the Organization, and we had a frank and useful discussion of the significance of recent developments.

In particular, the Council considered the role of government credit and government guarantees of private credit in trade with the Communist countries. No

attempt was made to reach an agreed view, as this was not the object of the discussion. I made it clear that Canada favoured East-West trade in non-strategic goods on a mutually-advantageous basis.

Regarding government-to-government credit, I reported that Canada, like most other NATO countries, has not extended such credits to any Communist country. In connection with the question of credit guarantees, I stated that Canadian policy is generally to follow the criteria established for members of the Berne Union; that is, normally to limit government guarantees of private credit to five years. This policy is maintained with respect to all countries on a non-discriminatory basis, and, of course, applies to guarantees of private credits for Canadian sales to Communist countries.

### **Atomic Energy Agreements with India**

*On November 15, the following statement was made to the House by Mr. Martin:*

. . . I should like to inform the House that yesterday representatives of the Governments of India and Canada concluded and initialed in Ottawa two agreements in the atomic-energy field of far-reaching significance to both countries. An announcement along this line is being made in New Delhi today. These agreements will be formally signed in New Delhi shortly. . . .

One of these agreements provides for extensive technical co-operation between the atomic-energy authorities of the two countries. Valuable information already developed as a result of Canada's special experience in heavy-water power reactor systems will be transferred to the Government of India for full commercial use in India. This information, which has been valued by the Government of India at \$5 million, is to be supplied without cost to India and without deduction from Colombo Plan or other assistance.

Under the other agreement between the two governments, Canada and India will co-operate in the construction of a nuclear-power station of the Candu type with a net electrical output of 200 megawatts, to be located in Rajasthan State in India. The Government of Canada will provide credit facilities for the purchase of services, material and equipment supplied from Canada, which are estimated to cost approximately \$35 million out of a total cost of about \$70 million.

Half of the initial charge of uranium fuel for this reactor will be procured from Canada. At current prices this half supply would be worth approximately \$2.1 million. Canada will also supply such additional fuel for the station as may be required by India from time to time, provided that Canadian fuel is not more expensive than any other foreign fuel.

Canada and India have agreed to exchange information regarding the operation of this station and its counterpart, the Douglas Point Nuclear Generating Station now under construction in Canada. They have also agreed that the two



stations shall be used only for peaceful purposes, and the agreement includes appropriate provisions to this end.

The two agreements reflect the long-standing co-operation between Canada and India in the peaceful uses of atomic energy and will further strengthen the close and friendly relations between the two countries.

### **Recent Incidents in Berlin**

*On November 12, in response to several questions concerning recent incidents on the Berlin access highway, Mr. Martin said:*

... Throughout the recent incidents, United States policy and resultant actions have been closely co-ordinated with the United Kingdom and France, who share primary responsibility concerning Berlin. We have been, of course, in close contact with the United States and our NATO allies, who have acted in this matter, I believe, with care and restraint.

Although focused on what may seem to be minor points of procedure, incidents of this kind represent a continuing pressure by the Soviet Union on the essential Western right of free access to Berlin. They serve both as a reminder that this divided city remains a serious friction point in the improved East-West atmosphere and as a warning that the basic issues between East and West remain unsolved. Moreover, they reflect the ambivalent policy of the Soviet Government, which, on the one hand, proclaims a policy of peaceful co-existence, and, on the other, has recourse to military pressures in situations like those surrounding Western rights of access to Berlin.

It is, of course, our view that all countries should seek to avoid provocative action, particularly in delicate situations such as Berlin. We therefore hope that the Soviet Union will ensure that their forces on the Berlin *Autobahn* will cease to mar the improved atmosphere in East-West relations by such pressures, and will approach relations with the West in a manner which will be conducive to the conclusion of further and, we would hope, important agreements.

### **Recognition of South Vietnam Government**

*Asked on November 4 for assurance that the recognition of the revolutionary government of South Vietnam "when considered will not be done hastily but only after a full investigation of the surrounding circumstances leading up to the revolution", Mr. Martin replied:*

... The Government will give the fullest consideration to the recognition of the new Government when it is firmly established in South Vietnam. The Government does not have before it all the facts which it considers necessary to make such decision, which will neither be with undue haste nor lightly.

*To a supplementary request for information about the safety of Canadian nationals in South Vietnam, Mr. Martin answered:*

. . . We have a representative on the International Supervisory Commission, a Commission made up of representatives from Canada, India and Poland. We have received information from our representative. The events of last week in South Vietnam were surrounded, of course, by great confusion. However, I can tell the House that, according to information so far available, no Canadian lives were lost in the events during the last few days in South Vietnam.

*Asked on November 14 "what the decision has been regarding recognition of the provisional revolutionary government of South Vietnam," Mr. Martin replied:*

. . . The Government has decided to accord recognition to the Government of the Republic of Vietnam. The considerations which the Canadian Government examined were: The fact that the Government is in actual control of the major part of the territory of the state; it has undertaken to observe international obligations entered into by its predecessors, and it has secured the acquiescence of the population. It has also promised to protect foreign lives and property and to guarantee fundamental freedoms "within the framework of the anti-Communist struggle and the security of the state." Moreover, the Vietnamese Government has undertaken to maintain co-operation with the International Supervisory Commission on which Canada serves.

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## **FORTHCOMING CONFERENCES AND MEETINGS**

The Governing Council of the United Nations Special Fund will meet in New York from January 13 to 20, 1964.

The Executive Board and Programme Committee of the United Nations Children's Fund will meet in Bangkok, from January 13 to 24, 1964.

The thirty-third session of the World Health Organization Executive Board will take place in Geneva, January 14, 1964.

The Conference of the Eighteen-Nation Disarmament Committee will resume in Geneva on January 21, 1964.

The ECOSOC Committee on Housing, Building and Planning will meet in New York from January 22 to February 4, 1964.

## APPOINTMENTS, TRANSFERS AND RESIGNATIONS IN THE CANADIAN DIPLOMATIC SERVICE

- Mr. T. M. Pope posted from the Canadian Delegation to the International Supervisory Commission for Cambodia to Ottawa. Left Phnom Penh October 2, 1963.
- Mr. G. Periard posted from Ottawa to the Office of the High Commissioner for Canada, New Delhi. Left Ottawa October 23, 1963.
- Mr. J. L. E. Couillard, Canadian Ambassador to Norway, posted to Ottawa. Left Oslo October 25, 1963.
- Mr. T. A. Williams posted from the Canadian Delegation to the International Supervisory Commission for Laos. Left Vientiane October 26, 1963.
- Mr. J. J. Asselin posted from the Canadian Embassy, Washington, to Ottawa. Left Washington October 31, 1963.
- Mr. C. V. Cole posted from Ottawa to the Office of the High Commissioner for Canada, Karachi. Left Ottawa October 31, 1963.
- Mr. E. A. Skrabec posted from Ottawa to the Canadian Delegation to the International Supervisory Commission for Laos. Left Vientiane November 2, 1963.
- Mr. W. H. Montgomery posted from Ottawa to the Office of the High Commissioner for Canada, New Delhi. Left Ottawa November 5, 1963.

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## TREATY INFORMATION

### Current Action

#### **Bilateral**

##### **Bulgaria**

Trade Agreement between Canada and the People's Republic of Bulgaria.

Signed at Ottawa October 8, 1963.

Entered into force provisionally October 8, 1963.

##### **Czechoslovakia**

Long-Term Wheat Agreement between Canada and the Czechoslovak Socialist Republic.

Signed at Ottawa October 29, 1963.

Entered into force provisionally October 29, 1963.

##### **France**

Agreement between Canada and France concerning films and film production.

Signed at Montreal October 11, 1963.

Entered into force October 11, 1963.

##### **Italy**

Supplementary Agreement to the Agreement between the Government of Canada and the Government of Italy concerning the sale of waste material and scrap belonging to the Royal Canadian Air Force signed at Rome December 18, 1961.

Signed at Rome September 18, 1963.

Entered into force September 18, 1963.

##### **Poland**

Long-term Wheat Agreement between Canada and the People's Republic of Poland.

Signed at Ottawa November 5, 1963.

Entered into force November 5, 1963.



### **Union of Soviet Socialist Republics**

Protocol renewing the Trade Agreement between Canada and the Union of Soviet Socialist Republics signed on February 29, 1956, and renewed on April 18, 1960.

Signed at Ottawa, September 16, 1963.

### **United States of America**

Exchange of Notes between Canada and the United States of America concerning the testing of experimental communications satellites (with a Memorandum of Arrangements).

Washington August 13 and 23, 1963.

Entered into force August 23, 1963.

Exchange of Notes between Canada and the United States of America amending the Agreement of May 5, 1961, concerning the co-ordination of pilotage services in the Great Lakes and the St. Lawrence River as far east as St. Regis (with a Memorandum of Arrangements).

Washington August 23 and September 10, 1963.

Entered into force September 10, 1963.

Exchange of Notes between Canada and the United States of America to amend the Agreement of November 12, 1953, concerning the establishment of a joint Canada-United States of America Committee on Trade and Economic Affairs.

Washington, September 17, 1963.

Entered into force September 17, 1963.

Exchange of Notes revising the Agreement of March 27, 1951, in order to provide for Co-operation in Joint Civil Emergency Planning.

Ottawa November 15, 1963.

Entered into force November 15, 1963.

### **Venezuela**

Exchange of Notes between the Government of Canada and the Government of Venezuela extending one year the Commercial *Modus Vivendi* of October 11, 1950, between the two countries.

Caracas October 14, 1963.

Entered into force October 14, 1963.

### **Multilateral**

Commonwealth Telegraphs Agreement, 1963.

Signed by Canada July 25, 1963.

Entered into force July 25, 1963.

Protocol for the Prolongation of the International Sugar Agreement of 1958.

Signed by Canada September 30, 1963.

Protocol amending the Interim Convention on Conservation of North Pacific Fur Seals.

Signed by Canada October 8, 1963.

Protocol amending the Interim Convention on conservation of North Pacific Fur Seals.

Signed by Canada October 8, 1963.

Canada's Instrument of Ratification deposited November 12, 1963.

**EXTERNAL AFFAIRS**  
**INDEX TO VOLUME XV**  
**(JANUARY TO DECEMBER 1963)**

- Africa (*see also* Congo)  
Addis Ababa conference,  
May 1963, 268  
Equatorial Africa and  
Canada, 170
- Atomic Energy (*see also* Defence and Dis-  
armament)  
Fallout, 94  
General Burns' statement to  
Disarmament Committee, 122  
NATO discussion, 74  
Nuclear-test ban, statement in  
House of Commons, 312  
Nuclear test-ban treaty, 318  
Nuclear testing, statement by  
Mr. Martin, 275  
Peaceful uses of, 56  
Radiation, 56  
Spread of atomic weapons, 98
- Biculturalism  
CIIA speech by Mr. Martin, 258
- Canada-U.S. Relations  
In the Atlantic Community, 422  
International Joint Commission, 141  
Joint U.S.-Canada Committee on  
Trade and Economic Affairs, 349  
Mr. Pearson at Hyannis Port, 219
- Colombo Plan (*see also* Technical  
Assistance)  
Consultative Committee, 14th  
conference, 22
- Colonialism (*see* United Nations)
- Commonwealth (*see also* India)  
Educational co-operation, 234  
Military assistance to Nigeria, 295  
Mr. Pearson in London, 215
- Communism (*see also* U.S.S.R.)  
Lessening influence of, 105  
Sino-Soviet tension, 430
- Congo  
Katanga secession ends, 154  
UN Operation, 93  
UN Troops withdrawn, 309
- Defence  
Canada and atomic arms, 107  
Mr. Diefenbaker on, 105
- Disarmament (*see also* Atomic Energy)  
General and complete disarmament, 55  
Geneva talks, 2  
NATO discussion, 74
- ECLA *see* Latin America
- European Common Market  
Mr. Martin's CIIA speech, 255
- External Affairs Department  
Apprenticeship of a diplomat, 332  
Consular work, 205  
Department organization, 178  
Finances, 327  
Inspection Service, 305  
Supplies and Properties Division, 368
- Films *see* Malraux
- Fisheries *see* Law
- GATT  
Ministerial meeting, Geneva, 261  
Mr. Martin's CIIA speech, 256  
Twentieth session, Geneva, 7
- Greece  
Food gift for armed forces, 367
- ILO  
Meeting of Governing Body, 379
- India  
Commonwealth-U.S. air-defence  
mission, 117  
Military aid to, 310  
Sino-Indian conflict, 93
- Indonesia *see* Southeast Asia
- International Co-operation Year  
Mr. Green announces to House of  
Commons, 50  
Preparatory Committee, 59  
UN statement by Mr. Tremblay, 463
- Inter-Parliamentary Union  
Fifty-first conference, Brasilia, 29  
Fifty-second conference, Belgrade, 466
- Japan  
Canada-Japan Ministerial Committee,  
Tokyo, 76; Ottawa, 395
- Kennedy, President J. F.  
Tribute to, 382
- Korea  
Canada's relations with, 80
- Latin America  
ECLA tenth session, May 1963, 266  
Inter-American ECOSOC, 83  
Mr. Martin on Canada and the OAS, 440  
Totem pole for Mexico, 39
- Law  
Conference on consular status, Vienna,  
244

- North Pacific Fisheries regulations, 297  
 Law of the Sea — statement by Mr. Pearson, 273  
 Offences aboard aircraft, 415
- Malaysia *see* Southeast Asia
- Malraux, M. André  
 Signs Canada-France joint film production agreement, 460
- Martin, the Honourable Paul,  
 Appointment, 162  
 CHA speech, 258  
 Foreign policy speech to House of Commons, November 1963, 428
- Nassau Meeting *see* NATO
- NATO  
 General Lemnitzer visits Ottawa, 324  
 Ministerial meetings, 43, 73, 223  
 NATO Parliamentarians, eighth annual conference, Paris, 25  
 Nassau talks, 103, 111
- OAS *see* Latin America
- OECD  
 Ministerial meetings, 16, 46
- Papacy  
 Papal succession, 302
- Pearson, the Right Honourable  
 Lester B. *see* United Nations
- Radiation *see* Atomic Energy
- Refugees  
 UNHCR Office, meeting of Executive Committee, 379
- Relief  
 Aid to hurricane victims, 417
- Satellites *see* Space
- Southeast Asia  
 Laos, statements on, 276, 311  
 Malaysian inauguration, 398  
 Visit of Malayan Deputy Prime Minister, 237  
 West Irian left by UN administration, 240
- Space  
 "Alouette" satellite, 12  
 Outer space, 57, 98
- Technical Assistance  
 UNSCATT conference, Geneva, 163
- Throne Speech, 249
- Trade and Commerce (*see also* GATT and U.S.S.R.)  
 Canada at international fairs, 86  
 UN World Trade Conference, 92, 325
- Treaties *see* Atomic Energy and Law
- UNESCO  
 Canadian National Commission for, 199  
 Conference, 1962, 146
- United Nations (*see also* Congo, ILO, International Co-operation Year, Refugees, Technical Assistance, Trade and Commerce, UNESCO, UNRWA, World Food Programme, Yemen)  
 Colonialism, 67  
 Commission on Human Rights, 194  
 Financing peace keeping, 54, 124, 277, 282  
 General Assembly, seventeenth session, 54  
 General Assembly, eighteenth session, 352, 384, 443  
 Mr. Pearson addresses UNGA, 338  
 Security Council, 320  
 Social Commission, 264
- UNRWA  
 Sibilin training centre, 37
- UNSCAT *see* Technical Assistance
- U.S.S.R.  
 Canada's trade with, 391  
 Fortnight in Siberia, 404
- Visits (*see also* Malaysia, Malraux and NATO)  
 Australian Prime Minister, 303  
 Barbados Premier, 239  
 Ethiopian Emperor, 393  
 Tanganyika President, 323
- West New Guinea *see* Southeast Asia
- World Food Programme  
 Operations begin, 60
- Yemen  
 UN Observer Group, 251, 274







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